

Evaluation of the Commonwealth Secretariat's Support to Guyana 2013/14 – 2016/17

Final Report

February 2020



The Commonwealth

EVALUATION SERIES 112

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Acronyms

ACP	Africa, Caribbean and Pacific
AfT	Aid for Trade
AML/CFT	Anti-Money Laundering/Countering Financing for Terrorism
CARICOM	Caribbean Community
CARIFORUM	Caribbean Forum
CCJ	Caribbean Court of Justice
CDB	Caribbean Development Bank
CFATF	Caribbean Financial Action Task Force
CFTC	Commonwealth Fund for Technical Cooperation
CHOGM	Commonwealth Heads of Government Meetings
CMAG	Commonwealth Ministerial Action Group
COG	Commonwealth Observer Group
COL	Commonwealth of Learning
COMSEC	Commonwealth Assessed Contribution Fund
CPA	Commonwealth Parliamentary Association
CS-DRMS	Commonwealth Secretariat Debt Recording and Management System
CS-SAS	Commonwealth Secretariat Securities Auction System
CVE	Countering Violent Extremism
CYC	Commonwealth Youth Council
CYP	Commonwealth Youth Programme (also refers to the fund – assessed contribution)
CSA	Commonwealth Students Association
EPA	Economic Partnership Agreement
EU	European Union
GCED	Global Citizenship Education
GCF	Green Climate Fund
GDP	Gross Domestic Product
GECOM	Guyana Elections Commission

GNYC	Guyana National Youth Council
HCC	Healthy Caribbean Coalition
HIPC	Heavily Indebted Poor Countries
HRD	Human Resource Development
IMF	International Monetary Fund
M&E	Monitoring and Evaluation
MFA	Ministry of Foreign Affairs
NCD	Non-Communicable Disease
NHRI	National Human Rights Institution
NNCDC	National NCD Commission
NTA	National Trade Adviser
OECD	Organisation for Economic Co-operation and Development
OIF	Organisation Internationale de la Francophonie
PAHO	Pan-American Health Organization
PDMA	Public Debt Management Act
REDD	Reducing Emissions from Deforestation and Forest Degradation
RTA	Regional Trade Adviser
SDG	Sustainable Development Goal
SRF	Strategic Results Framework
SWOT	Strengths, Weaknesses, Opportunities, Threats
SWF	Sovereign Wealth Fund
TFA	Trade Facilitation Agreement
TOC	Theory of Change
TOR	Terms of Reference
UK	United Kingdom
UPR	Universal Periodic Review
USA	United States of America
WTO	World Trade Organization

Executive Summary

This evaluation, conducted in 2018, was the first to be carried out by the Commonwealth Secretariat (hereafter referred to as 'the Secretariat') of its programme in Guyana. This report presents the findings to enable an assessment of the Secretariat's support to the country. The evaluation focused on the strategic plan period of 2013/14–2016/17 but for context the report also incorporates historical data on engagement between Guyana and the Secretariat prior to 2013.

The evaluation was primarily qualitative, documenting findings in accordance with the Secretariat's results framework and the '*Impact Pathway*'. It addressed the broad evaluation parameters of relevance, effectiveness, outcomes/ impact and sustainability.

Over the period 2013/14–2016/17, Guyana contributed a total of £366,871 to the Commonwealth Fund for Technical Cooperation (CFTC), the Commonwealth Assessed Contribution Fund (COMSEC) and the Commonwealth Youth Programme (CYP); direct programme expenditure to Guyana was £632,757. Guyana benefited (£265,886) more than it contributed to CFTC; it benefited less on COMSEC and CYP funds.

Overall, the Secretariat delivered an extensive stream of activities, commended by Guyana, as outlined in *Table 4: Summary of Commonwealth Secretariat support to Guyana*, in Chapter 1. There was depth in programme delivery in areas such as elections, internal audit, trade, debt management and natural resource management. Weak delivery was noted in health, youth and human rights.

Summary of achievements and programme delivery

Democracy: The Secretariat's work on elections was highly visible, in particular because of the follow-up carried out by the Secretary-General, which generated good press coverage. The technical work of the Secretariat was commendable, and was consistent over four electoral cycles – particularly the capacity-building work carried out between elections and the advisory support to strengthen the electoral institution.

The Guyana Elections Commission (GECOM) has evolved to a level of satisfaction whereby it can deliberate on issues, review guidelines and make recommendations for improvement in its operations. Notable progress was made with regard to the implementation of election recommendations, including on GECOM autonomy, continuous voter registration and improved voter education and systems automation, as well as the capacity to produce ballot papers.

Public Institutions: There was notable progress, commended by Guyana, on the Internal Audit work delivered by the Secretariat. Substantial reforms had been delivered or were underway following recommendations from the Secretariat, including implementation of the Audit Committee Charter, repositioning of the internal audit function as a core central function in government institutions, automation of audit functions and development of enterprise risk management policy. The internal audit function has been strengthened and continues to engage with the Secretariat.

Overall, good progress within the Public Institutions pillar is noted; however, the nature of engagement was not cohesive. Elements of the programme were not in any way linked to each other, even though they contributed to the same strategic result. There was even more fragmentation within the Rule of Law work, with each activity not connected to the overall.

Social Development: This pillar saw the least activity, with 1 per cent budget utilisation. Co-ordination with Guyana was seen to be lacking overall in both Health and Education, given the regional nature of the programmes delivered. Participants who attended a training run by the Faith in the Commonwealth project reported delivering youth-led initiatives and had developed fundable projects to expand their activities.

Youth: Development of the National Youth Policy was one of the key achievements of the Secretariat, although approval was stalled. Success stories are noted on youth capacity-building through CYP, with young leaders spearheading initiatives. One notable success was the Vote Like a Boss campaign, which transformed

youth participation in electoral processes and has been replicated in other Commonwealth member countries.

The new operational model of CYP is not yet fully embedded in Guyana following closure of the Regional CYP Caribbean Youth Centre. There has been limited engagement with the Secretariat overall on moving forward holistically on youth development, and the relevance of the youth work has been questioned in relation to Guyana.

Economic Development: The Secretariat was the lead adviser to Government on the Natural Resource Fund Act, which established a Sovereign Wealth Fund to manage these revenues. The Secretariat is also working with Government to create the institutions, policies and legislation required to manage the US\$300 billion petroleum industry.

The Secretariat's Trade Hubs and Spokes programme supported capacity-building and trade negotiations. Progress was made in implementation of the World Trade Organization (WTO) Trade Facilitation Agreement (TFA). Progress reports reviewed confirm that Guyana has made its Category A notifications and tentative Category B and C notifications, and is expected to give definitive notifications for these categories in due course. Guyana has long since ratified the TFA. The Trade Facilitation Committee reviewed implementation of the WTO TFA, noting that progress had been made, and reaffirmed its commitment to endeavour to remain vigilant in complying with the Agreement.

The Economic Development pillar sees the most in-depth work in overall programme delivery in Guyana. All the components respond to the country's core needs in this area. The work is prominent, high-level political will exists and engagement has been consistent and prolonged. There is clear appreciation of the technical expertise provided by the Secretariat and engagement with the technical assistance provided. The advisers, both resident (Hub and Spokes) and those based at the Secretariat, are regarded very highly and their input is considered at highest level decision-making points within the ministries.

Small States: There was satisfactory progress on putting in place a Climate Finance expert in Guyana, despite a delay in recruitment. The Small States

Office in Geneva made a good contribution to the Human Rights and Trade work of Guyana. Clear collaboration was established between the Geneva mission, the Capital and the Secretariat.

Challenges

Significant **capacity** challenges were noted in all the ministries, departments and agencies consulted. Inability to attract and retain skilled staff affected implementation. Many stakeholders highlighted migration of skilled workers and an inability within current institutions to bridge the gaps through training. It was believed that the discovery of oil would increase the country's resources and status, and thus attract Guyanese in the diaspora to return and take up positions if they were well remunerated.

Visibility of the Secretariat was high in the Democracy, Economic Development and Small States programme pillars and weak in Youth and Social Development. In Public Institutions, it was mixed. There was high visibility among stakeholders who had direct engagement with the Secretariat. Secretariat support to Election Management work and the Natural Resource Fund was prominent in the press, and it was easy for stakeholders to identify the Secretariat's contributions. Except for the Ministry of Foreign Affairs, which had a fuller picture of the Secretariat's engagement, stakeholders consulted knew only of aspects of the work that they had engaged in with the Secretariat.

Programme delivery is based on requests received from Guyana. In some areas, **comprehensive needs assessment** was conducted before any support was provided. This included Internal Audit support, Trade, Debt Management and Natural Resources. The depth of the Secretariat's engagement is reflected in these areas of work. An in-depth problem analysis, engaging a broad number of stakeholders, particularly those with decision-making roles as well as implementing teams, resulted in programme delivery that was aligned with the needs of Guyana and with national priorities. Decisions to progress to key stages of implementation were faster, deliberate and consultative in nature.

Programme co-ordination could be further strengthened. The Ministry of Foreign Affairs – the primary contact point – provides the gateway for engagement but is not fully aware of all the programmes in the country. There is no clear documentation or database outlining all the work

the Secretariat is doing, and engagement is more to facilitate entry. Once direct communication is established, only courtesy calls are made to the Ministry, which has no clear oversight role, including in making decisions on what can be prioritised. The overall picture of programme delivery in Guyana is fragmented. Prioritisation is required in key areas for the Secretariat to focus delivery.

Within the Secretariat the same challenge exists, as there is no focal point for co-ordination of member country support and reporting. Collation of country-based information is dependent on individual staff knowledge of what they may have contributed. The lack of an organisation-wide knowledge management system that provides easy access to country-based information makes it difficult for effective response to and prioritisation of requests received. All stakeholders agreed that there needed to be better programme co-ordination, ideally with clear focal points for engagement within Guyana and at the Secretariat.

Gender mainstreaming was weak or non-existent in most of the programme areas. There was evidence of gender issues being discussed in the Internal Audit programming, and considerations being made in this area to attract more women to the department. Election reports showed clear consideration for the participation of women, with clear recommendations.

Lessons learnt

The Secretariat's programmes: It is important that there exists a clear understanding of how Secretariat assistance fits with the national development plan or strategy and how it will be integrated with other initiatives – funded from either the national budget or assistance provided by other partners. This lesson emerges from an awareness that much of the Secretariat support up until now appears to have been linked to promoting policy or legislative reform; in this area, longer-term commitment to follow-up and implementation is often required before real benefits are realised. Understanding that Secretariat support is integral but not the sole input required in meeting national objectives will assist in the reporting, monitoring and evaluation (M&E) processes to follow.

Country programming: The absence of a programme theory of change makes it difficult to evaluate the contribution that Secretariat support is making to development in Guyana. Given the

small size of the Secretariat's programme, relative to the roles other partners in Guyana play, some assessment must be made of the overall impact of the work completed and the opportunities the Secretariat has missed by not making sure there is appropriate follow-up and consistency in implementation.

Partnerships and niche engagement: It is important for Commonwealth member countries to be regularly reminded that the Secretariat is not a typical donor partner but a member-based organisation seeking to work with its members to target specific areas of the development agenda – not to fill gaps in resourcing from either national budgets or other partner funding but to seek genuine and durable partnerships where decision-making and commitments are transparent and respectful. In other words, there are responsibilities on both sides to ensure that the support provided by the Secretariat is meeting a specific need, identified through national prioritisation processes and determined by both parties to be appropriate to the involvement of the Secretariat.

Inter-divisional co-ordination opportunities were utilised effectively in the delivery of Countering Violent Extremism programmes in Guyana. An integrated approach to programme delivery where there are synergies is feasible and achievable when effectively planned from conception.

Recommendations

Secretariat support and links to the national plan/strategy: The Secretariat's Strategic Plan should be the frame of reference on how to consider requests when these are received from a member country. It is important that the request aligns with the skills/experience of the Secretariat and, given the often limited nature of the resources available, the outcome must be clear – in other words, there needs to be some assurance that, within the limits of resources and time available, an outcome is likely.

Secretariat focal point: While formal communications between the Secretariat and the Government of Guyana go through the latter's Ministry of Foreign Affairs, closer links need to be established between the Secretariat and the government department responsible for national planning, donor co-ordination, monitoring and evaluation, as this plays a key role in ensuring the co-ordination of all external assistance. This could

be accomplished by ensuring that any requests to the Secretariat made by the Ministry of Foreign Affairs have the endorsement of the department responsible for planning and monitoring.

Development of longer-term, more focused

engagement: An agreed country programme needs to be established so there is clear evidence of joint commitment on how support will be delivered; the need for counterpart involvement or local budget support if required; and the steps that will be taken to ensure sustainability.

Country focus in programme planning and

delivery: A country focus needs to be inbuilt into programming at the strategic level (such as the delivery plan), and a national programme delivery approach or strategy that is linked to the priority needs of the member country needs to be established. This should be reflected in the depth of programme delivery and engagement in the selected areas.

A designated country focal point needs to be established within the Secretariat to map out all engagements with the member country and update progress on implementation, as well as to draw attention to gaps and successes.

International relations versus national

co-ordination: The Secretariat's programme delivery in a member country needs to be co-ordinated at both the diplomatic level (ministry in charge of international affairs) and the programme level (ministry in charge of national planning and co-ordination) in the member country, to ensure the Secretariat's input is responsive and reflective of national priorities, and it needs to be highlighted in national reports.

Follow-up, monitoring and evaluation: Country-level data/information collection, as part of M&E, needs to be embedded in all field missions, and information from back-to-officer reports needs to be compiled in a central country database.

1. Introduction and Context

1.1 Introduction

This report presents the findings of an evaluation conducted in 2018 to assess the support of the Commonwealth Secretariat (hereafter referred to as 'the Secretariat') to Guyana. The evaluation focused on the strategic plan period of 2013/14–2016/17 but for context the report also incorporates historical data on engagement between Guyana and the Secretariat prior to 2013.

This is the eighth in a series of country evaluations conducted by the Secretariat and the third undertaken in the 2017/18–2021/22 Strategic Plan period.¹ It is the first formal evaluation conducted by the Secretariat in Guyana. Country evaluations are a core element of the Secretariat's evaluation programme, responding to member countries' need for more detailed country-based information. Selection criteria for country evaluations include resources disbursed, number of projects, diversity of projects and regional representation.²

Learning from country evaluations will provide an in-depth and holistic picture of the Secretariat's programmes in supporting strategic planning, organisational learning and accountability to member countries. It will also inform the Secretariat's understanding of how it has engaged with countries across the six pillars in the Strategic Plan, including a value for money analysis.

1.2 Evaluation objectives

This evaluation had two overarching objectives. First, it aimed to act as an accountability mechanism to the Board of Governors, the Government of Guyana and the broader Commonwealth on the performance of the Secretariat's support to member countries. Second, it sought to derive lessons that could be used to improve programming and that could be applied to engaging with other member countries.

Using the evaluation criteria of the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD), this country evaluation sought to assess the relevance, effectiveness, impact and sustainability of the Secretariat's support to Guyana. The study achieved the following:

- Reviewed the extent to which Secretariat support was relevant to the priorities of the targeted member country and was consistent with intermediate outcomes of the Strategic Plan;
- Assessed outcomes and impact achieved over the evaluation period and the level of sustainability of the results;
- Assessed member country contribution to Secretariat's funds and the benefits realised over the review period and conducted a contribution-benefit analysis, assessing value for money for the member country;
- Reviewed the delivery model of programmes in the member country, including communication and programme co-ordination in-country, highlighting lessons and areas for improvements;
- Identified issues, challenges and lessons learnt and made recommendations on the overall Secretariat's programming.

1.3 Methodology

The evaluation was primarily qualitative and adopted a case study approach to documenting findings in accordance with the Secretariat's results framework and the '*Impact Pathway*' (described in more detail in the introduction section of Chapter 2 Findings). The evaluation framework (Annex 2) designed for this evaluation addressed the broad evaluation parameters of relevance, effectiveness, outcomes/impact and sustainability.

- A **desk review** of national country documentation, including publically available strategy documents and reports, was conducted to provide context and to address the general evaluation questions. Additional reports were requested and

1 Previous country evaluations include Belize (2013), Kenya (2013), Sri Lanka (2013), Solomon Islands (2014), Grenada (2018) and Namibia (2018).

2 Other selection criteria are an adequate geographic balance of nations; no previous country evaluation conducted; size (number and value) of activities supported by the Secretariat; a balance between small and larger nations; and a balance between varying levels of development.

received from interactions with respective ministries, offices and agencies in country, and project design documents with their monitoring plans and results reports were reviewed. All key documentations, including back-to-office reports, research reports, progress reports from consultancies, etc., was reviewed.

- **Focus group discussions and interviews** were held with project teams within the Secretariat to better understand the programme theory, to qualify and contextualise the results documented and to seek responses to specific questions that had emerged from the literature review.
- A **field visit** was conducted to Georgetown, Guyana, on 3–7 December 2018 to meet key stakeholders, beneficiaries and others who might have engaged with the interventions. A total of 24 meetings (interviews and discussions) were held. These visits allowed the evaluation team to triangulate desk findings, verify results and generate additional data related to the evaluation questions. **Peer reviewers** for the Guyana evaluation were present during the field visits to enable a broader understanding of the Secretariat's programmes and to provide advice during the evaluation.
- **Telephone interviews** were conducted with respondents who could not be reached during the field visit.

1.4 Analysis

Analysis and presentation of findings is carried out according to the Strategic Outcome pillars:

1. Democracy	2. Public Institutions	3. Social Development
4. Youth	5. Economic Development	6. Small States

Annex 6 of this report presents the Strategic Results Framework (SRF) for each programme area, highlighting areas where there was support or engagement with the member country. This provides the backdrop against which progress can be contextualised and measured.

For each programme pillar, the Secretariat's support delivered in 2013/14–2016/17 is outlined in a box, for ease of reference, and below this is presented the total expenditure for the programme. The findings cover the issues of relevance, efficiency, effectiveness, sustainability and impact, if any. A conclusion is provided for each programme pillar, highlighting challenges, lessons learnt and recommendations.

As the SRF was developed for the whole Secretariat programme, and project design was also at pan-Commonwealth level, progress against each indicator cannot be measured in relation to one country, and therefore will be consolidated at the regional and strategic level once a significant number of country evaluations have been conducted. To assess specific progress in the member country against the SRF, a programme performance measurement framework based on the Secretariat's '*Impact Pathway*' has been established that re-creates the theory of change (TOC) in relation to the support provided to the member country. Progress against the *Impact Pathway* is assessed and a rating determined as shown in Table 1. Ratings range from satisfactory to unsatisfactory, as indicated in Table 2.

1.5 Limitations

The main limitation in the study related to the broad scope of the evaluation questions. Although the primary focus of the study was the last strategic plan period (2013/14–2016/17), there had not been any formal monitoring or evaluation of the Secretariat's earlier support. While the evaluation uncovered a large amount of information, it

Table 1. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
<i>Impact Pathway</i>				
<i>Progress rating</i>				

Table 2. Performance rating

Rating		Notes
	Satisfactory	Progress is on track in relation to delivery of outputs and realisation of outcomes.
	Fairly Satisfactory	Progress is slower than expected. Challenges encountered but there is expectation that these can be addressed.
	Unsatisfactory	Output not delivered; no progress at outcome level in relation to time since the outputs were delivered.
	N/A	Progress not expected within the reporting period, not assessed or not enough information to assess progress.

could not cover all topics comprehensively while remaining aligned with the thematic areas in the Strategic Plan.

Some of the field interviews did not happen at the technical level, where there is more information on the Secretariat's engagement. It is highly recommended that country evaluations engage with technical staff in operations who have a working knowledge of the implementation of initiatives.

The timeframe for data collection in country (one week) was too short to engage with a meaningful set of stakeholders for each programme area. Except for Youth and Debt Management, which reached multiple stakeholders, most of the areas had a single set of stakeholder engagement, limiting the level of triangulation.

1.6 Report structure

This report is presented in three chapters. This chapter introduces the study and provides a country as well as a programme context, including an overview of the financial contribution and summary of the Secretariat's support to Guyana. Chapter 2 outlines the findings in line with the Secretariat's Strategic Plan, including an overview of the support provided and an assessment of performance. Chapter 3 provides conclusion with organisation-wide lessons and recommendations.

1.7 Country context

Guyana has a parliamentary political system, headed by an executive president, who appoints a Cabinet, and with 65 members, elected by proportional representation to make up the National Assembly. In 2015, the main opposition party People's National Congress formed a coalition

with several other smaller but significant parties, including the Alliance for Change, the Working People's Alliance and the Justice For All parties, and won the elections against the then ruling People's Progressive Party, led by Mr Donald Ramotar. The current coalition governing party, A Partnership for National Unity/Alliance for Change is headed by His Excellency Hon. Brigadier David Granger but enjoys only a one-seat majority in Parliament.

Commonwealth Observer Groups have observed several elections in Guyana, including the 2001, 2006, 2011 and 2015 national and regional elections. These provided a set of recommendations for consideration by the Government.

A tiny English-speaking South American country, Guyana is poised to become the next big oil producer in the Western Hemisphere, attracting the attention and investment dollars of some of the biggest oil companies in the world.³ In April 2019, ExxonMobil made a new oil discovery that marks the 13th discovery on the Stabroek Block and adds to the already 5.5 billion barrels of oil equivalent in the block. However:

'[The] political and media focus is shifting back to Guyana's nascent oil industry following the conclusion of a lengthy legal battle over a successful motion of no-confidence in the governing coalition of President David Granger last December. On June 18th, the Caribbean Court of Justice (CCJ) upheld the no-confidence motion and ordered elections by September 18th, 2019. Guyana has a history of volatile

³ <https://www.nytimes.com/2017/01/13/business/energy-environment/major-oil-find-guyana-exxon-mobile-hess.html>

Figure 1. Map of Guyana



politics, so this campaign season promises to become very contentious.¹⁴

Key stakeholders share the view that the Secretariat has a critical role to play in helping Guyana reach a state of preparedness to deal with the challenges

the economy may encounter as a result of the petroleum industry. Expertise in formulating and interpreting laws and specialised training, as well as a disaster preparedness machinery and strategies in terms of environmental protection, socio-economic and psycho-social issues associated with a petroleum industry, are urgent imperatives. The Secretariat has provided technical support in drafting the Petroleum Policy and the Petroleum

4 <https://www.forbes.com/sites/davidblackmon/2019/07/29/worlds-largest-recent-offshore-oil-discovery-progresses-amid-political-tensions-disputes/#53492892672f>

Commission Bill; in the amendment of the Petroleum Act and Regulations; and in production of the Petroleum Taxation Report, Model and Bill.

Guyana recorded a government debt equivalent to 57 per cent of the country's gross domestic product (GDP) in 2018. Government debt to GDP in Guyana averaged 90.87 per cent from 1997 until 2018, reaching an all-time high of 143.10 per cent in 1998 and a record low of 50.10 per cent in 2015.⁵ The Secretariat is working extensively with Guyana to build capacity and systems and to reform its debt management through development of public debt legal framework and supporting the review of Guyana Public Debt Management Act 2017 and introduction of the latest debt management software – MERIDIAN.

Little to no progress on the enforcement of the Guyana National Youth Policy has led youth organisations and youth advocates to speak out on concerns that Guyanese youth are being tokenised by politicians and not given a seat at the table. The National Youth Policy 2015 was tabled and adopted by Parliament in 2016. This came after the Ministry of Education announced completion of the policy, which it hoped would pave the way for prioritisation of the development of the 14–35 age cohort. Guyana National Youth Council (GNYC) has been revamped following the election of new leadership to steer the organisation.

The Ministry of Foreign Affairs (MFA) has been and still is the principal co-ordinating agency in Guyana for the Secretariat. MFA is aware of its role to act as the primary intermediary office, with the responsibility of disseminating information from the Secretariat to the respective agencies based on the relevant expressed interest. MFA also holds the responsibility for co-ordinating events, facilitating meetings between officials and stakeholders and providing feedback as well as follow-up information to the Secretariat. While officials at MFA believe that engagement with the Secretariat is satisfactory, they also feel that communication could be improved, as they are not aware of all engagements or of the full picture of the Secretariat's overall involvement in Guyana. This is mainly because information is not shared with MFA when direct contact by agencies or even individuals is sometimes made with the Secretariat.

According to MFA, the Secretariat has provided technical and concrete assistance in a number of

Table 3. Key facts

Region	Caribbean
Commonwealth membership	May 1966
Commonwealth categorisation	Small state
Population	777,859 (2017)
Political system	Multi-party democracy
National plans	National Development Strategy (Guyana)
Primary contact point	Ministry of Foreign Affairs

areas, including electoral processes, scholarships, debt management, procurement, legislation pertaining to the petroleum industry, the Natural Resource Fund and economic development, and has maintained a strong expert presence on the ground. Table 3 lists the key facts for Guyana.

1.8 Commonwealth Secretariat Strategic Plan

The Secretariat is the principal inter-governmental agency of the Commonwealth. The Strategic Plan for the period 2013/14–2016/17 was developed after extensive consultation with member country governments and reflected their shared priorities. These included three longer-term goals and six strategic outcomes to be pursued over the plan period.

The three longer-term goals were:

- Strong democracy, rule of law, promotion and protection of human rights and respect for diversity;
- Inclusive growth and sustainable development; and
- A well-connected and networked Commonwealth.

The plan was based on the SRF, which provides immediate outcomes and indicators to support the six strategic outcomes:

1. **Democracy – greater adherence to Commonwealth political values and principles**

The focus of this strategic outcome was to supporting member countries in adhering to the Commonwealth's fundamental

⁵ <https://tradingeconomics.com/guyana/government-debt-to-gdp>

political values in line with the then recently agreed Charter of the Commonwealth. The Secretariat provided support to member countries in deepening these values.

2. *Public Institutions – more effective, efficient and equitable public governance*

Well-performing public institutions are critical to establishing and sustaining democracy, good governance and development. The Secretariat has a track record of strengthening the core public institutions of rule of law, human rights and public administration through context-sensitive technical support and peer-to-peer support. In this result area, the Secretariat was to work with member countries to create and strengthen effective, efficient and equitable public institutions.

3. *Social development – enhancing the positive impact of social development*

Global education and health goals are particularly significant to Commonwealth nations with a collectively high burden of poverty-related health diseases and education challenges, including providing pre-school education, which has been shown to be a key-factor in achieving education outcomes. Recognising that health and education are key sectors with significant national and international budgets and major players, the Secretariat was to focus its efforts on providing policy advice and technical support to strengthen policy and regulatory frameworks. Expertise was to be provided to member countries in policy analysis and strategies for bridging gaps between policy formulation and policy implementation in order to effectively realise national health and education outcomes.

4. *Youth – youth are more integrated and valued in political and development processes*

With 40 years' experience in youth development, the Secretariat has a unique advantage in terms of its broad networks, trusted relationships and convening power. It was to work towards the goal that national and pan-Commonwealth frameworks advance the social, political and economic empowerment of young people. This was to be achieved by providing technical assistance to national and regional youth-relevant policies and enabling environments, if so requested by member

countries; through advocacy on investment in youth ministries and programmes; through the development and sharing of frameworks, guidelines and tools; and through the creation of a Youth Development Index that augments respective member countries' national youth development indicators.

5. *Economic Development – more effective frameworks for inclusive economic growth and social and sustainable development*

The Secretariat's efforts were to be anchored in strengthening frameworks for inclusive economic growth and sustainable development. The Secretariat has carved out a niche of expertise over the past 25 years supporting member countries with economic policy development, trade negotiations, debt management, natural resource management, delimitation of maritime boundaries and ocean governance.

6. *Small States and Vulnerable States – strengthened resilience of small states and vulnerable states*

The majority of the Commonwealth's membership – 32 of 54 countries – is made up of small states, and in the past 35 years the Secretariat has consistently been at the forefront in terms of identifying and proposing responses to the challenges these states face, while at the same time advocating for their causes. A dedicated work area on small states and vulnerable states was introduced to strengthen advocacy for their concerns on global platforms, as well as to address their particular development needs.

The findings of this country evaluation are set out as per the six strategic outcomes (pillars) of the Strategic Plan. Annex 6 presents the Secretariat's SRF, indicating the result areas targeted in Guyana based on the outputs delivered. It is important to note that the SRF was developed for all member countries, and therefore the indicators used for measurement are for the aggregate support.

1.9 Commonwealth Secretariat context

During the evaluation period, the Secretariat went through a transition process that brought along review and reform of the organisation, with impacts on programme delivery and the realisation of outcomes.

Transition into the new Strategic Plan: The Commonwealth Secretariat Strategic Plan 2013/14–2016/17 was the organisation's first results-based management strategic plan, and thus took longer to get approved, which delayed implementation. Some of the on-going activities from the previous Strategic Plan and programmes were discontinued, affecting the realisation of outcomes.

Monitoring and evaluation: The results-based management system introduced in the previous Strategic Plan period matured in this evaluation period. A new system for measuring progress was instituted and supported by the Programme Management Information System. However, although all plans for M&E had been designed, no budget was allocated to their implementation. A dedicated M&E budget has now been approved to support the implementation of monitoring plans.

Reduction in Commonwealth Fund for Technical Cooperation funding: There was a significant reduction in CFTC funding during this period, with projects either put on hold or cancelled. Recruitment was halted, reducing capacity to deliver. Direct areas affected included long-term expert placement, which had reduced significantly by the end of the reporting period. A level of stability was attained towards the end of the reporting period but the direct effect on delivery of results was affected, as noted in several sections of this report. There was limited commitment from the Secretariat to longer-term engagement in member countries. However, despite the funding

challenge, there remains evidence of meaningful contribution by the Secretariat.

Organisational reform and restructuring: The change in senior leadership in the Secretariat during this period provided a new vision and direction for the organisation. The new Secretary-General prioritised reform and restructuring at the start of office, and the co-ordination of programme delivery was a key focus. However, delays in the restructuring, compounded by the reduced CFTC funding, affected the pace of programme delivery. Key technical and management staff leading the strategic direction of programme delivery left the organisation, while several vacancies could not be filled in time. The evaluation noted areas where strategic direction was required to advance the momentum of change.

1.10 Programme context

As a member of the Commonwealth, Guyana contributes to the three Commonwealth funds: the Commonwealth Assessed Contribution Fund (COMSEC), the Commonwealth Fund for Technical Cooperation (CFTC) and the Commonwealth Youth Programme (CYP), as Figure 2 shows. Over the four years of the Strategic Plan, Guyana's total contribution amounted to £366,871. Figure 2 also shows the yearly financial contribution across the funds. In 2015/16, Guyana did not make contributions to COMSEC and CYP.

Guyana's financial contribution together with those of all member countries supported the implementation of the Secretariat's Strategic Plan 2013/14–2016/17. Programme pillars were Democracy, Public Institutions, Social Development,

Figure 2. Guyana's financial contribution by fund

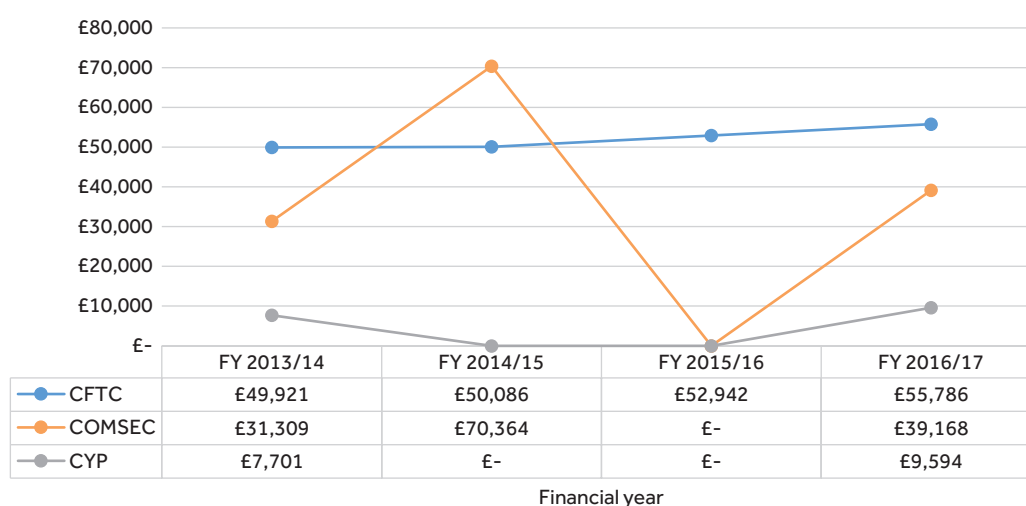
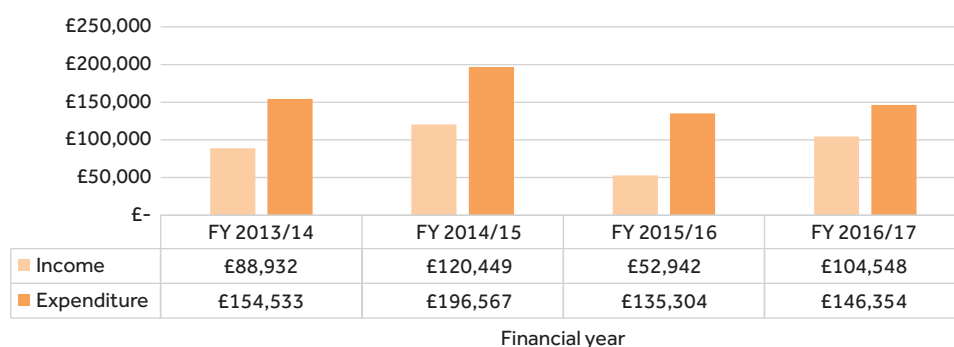


Figure 3. Total income and direct programme expenditure by year

Youth, Economic Development and Small States. Guyana benefited from country, regional and pan-Commonwealth projects delivered by the Secretariat in line with its National Development Plan.

Overall, Guyana contributed a total of £366,871 to CFTC, COMSEC and CYP funds and direct programme expenditure to Guyana was £632,757. Guyana benefited (£265,886) more than it contributed to CFTC, and it benefited less on COMSEC and CYP funds, as Figure 3 shows.

These figures do not include regional and pan-Commonwealth programmes from which Guyana would have benefited. COMSEC expenditure is particularly low, as most of the funds are used for running the organisation and less for direct programme delivery. In the Secretariat's overall expenditure, COMSEC funding is used for convening meetings such as Ministerial Meetings and Commonwealth Heads of Government

Meetings (CHOGMs), in all of which Guyana participated. As the cost is not disaggregated, except where there was direct support to travel costs or technical inputs, the unit cost for each country could not be determined.

Guyana was concerned about the value of its contribution to the CYP fund. As Figure 4 shows, even though expenditure on CYP was very low, it was still more than double the contribution that Guyana made to the fund.

On total expenditure, the highest share of expenditure, of 40 per cent (£254,875), was incurred in Economic Development, as shown in Table 5. This expenditure is proportional to the significant achievements realised in this sector (Trade, Debt Management, Natural Resource Management). The total cost of the Hubs and Spokes programme is not included in this section.

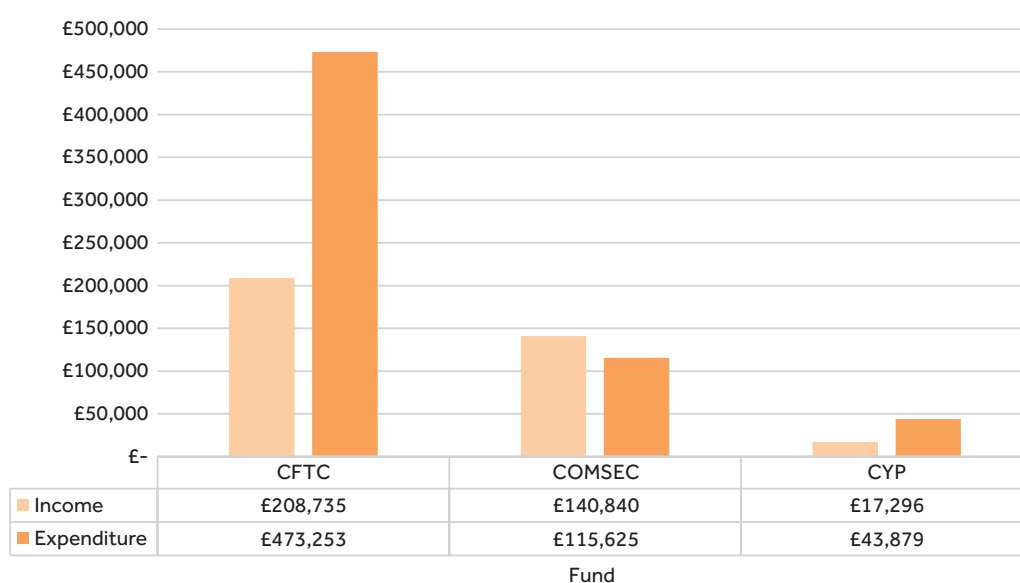
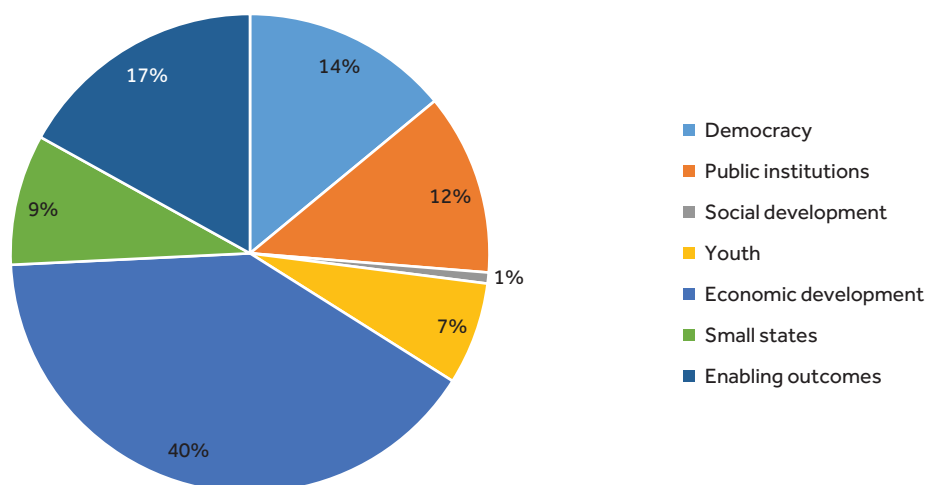
Figure 4. Total income vs. direct expenditure by fund

Figure 5. Total expenditure by outcome



The costs for regionally based CFTC experts who made contributions to Guyana are not represented at the national level, and therefore are not included. As shown in Figure 6, the lowest expenditure is noted in Social Development, of £4,688 (1 per cent). The second largest expenditure (£107,158, 17 per cent) is in Enabling Outcomes,

representing the cost of Guyana's participation in pan-Commonwealth events. Most of the costs related to hosting events in Guyana that would have benefited other member countries as well.

Overall, total expenditure on each of the programme pillars is proportional to the delivery level, as Table 4 shows.

Figure 6. Total expenditure by outcome

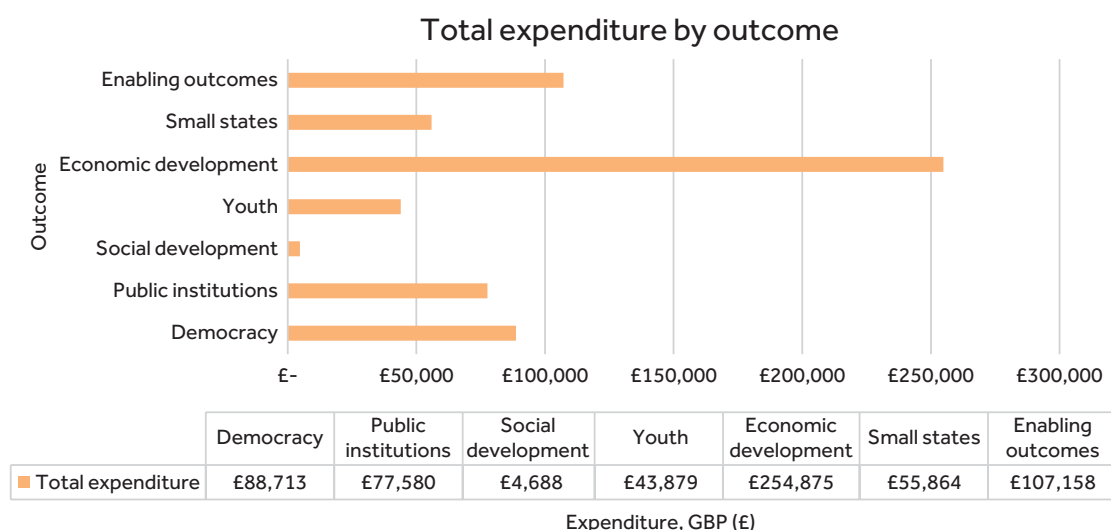


Table 4. Summary of Commonwealth Secretariat support to Guyana

Democracy	Total expenditure: £88,713 (14%)
<ul style="list-style-type: none"> Guyana's controversy with Venezuela on a border dispute was a standing item on the agenda of the Commonwealth Ministerial Action Group. The Commonwealth reaffirmed its position at the CHOGM 2018. The Secretary-General(s) made three visits to Guyana during the period under evaluation. The Commonwealth Observer Groups have observed several elections in Guyana, including the 2001, 2006, 2011 and 2015 national and regional elections. These provided recommendations for consideration by the Government. The Secretariat provided technical assistance in strengthening voter education in Guyana. Countering Violent Extremism (CVE) was mainstreamed into the Secretariat's programme delivery, including conferences, trainings and workshops. The Commonwealth CVE Unit, in partnership with the Global Centre on Cooperative Security, delivered a workshop in October 2018 for 35 senior officials, some of whom were from Guyana. 	
Public Institutions	Total expenditure: £77,580 (12%)
<ul style="list-style-type: none"> Two representatives from Guyana participated in the Caribbean Regional Best Practice Knowledge Platform on the Universal Periodic Review (UPR) and Treaty Bodies on 26–27 June 2016, St George's, Grenada. Technical support on UPR reporting has been provided to the Guyana Mission in Geneva from 2016 to date. Guyana hosted the Commonwealth Regional Workshop on Anti-Money Laundering and Countering Financing for Terrorism for Judges and Prosecutors on 2–4 May 2018. The Secretariat's Rule of Law Division organised a short seminar on domestic violence in Georgetown, Guyana, for the Judiciary of Guyana. This targeted the magistracy as well as members of civil society, the police and social services of Guyana in March 2014. The Secretariat's Rule of Law Division in conjunction with the Judiciary of Guyana and the Commonwealth Magistrates' and Judges' Association organised a two-day seminar on tackling domestic violence in Guyana on 22–23 January 2016; A short-term consultant (for six months) attorney of law and legislative drafting specialist revised the Securities Industry Act and various Regulations under the Act. Guyana participated in the Regional Legislative Drafting Seminar held in Trinidad and Tobago on 26–28 February 2013. Guyana participation in the Regional Legislative Drafting Seminar held in Grenada in May 2014. Guyana participated in the CARICOM Secretariat internship (placement of one drafter). Guyana participated in the Athabasca long-distance training programme. Guyana also participated in the mentorship programme for law students/interns (four persons from Guyana benefited). Mentorship also took place through the Athabasca programme. Guyana hosted the Seventh Commonwealth Biennial Public Service Forum in Georgetown on 21 October 2018 under the theme 'Goal to Action: Strengthening Public Sector Governance for Efficient and Effective Implementation.' 	
Social Development	Total expenditure: £4,688 (1%)
<ul style="list-style-type: none"> A CFTC expert – a non-communicable disease (NCD) regional legislative drafter based in the CARICOM Secretariat in Guyana – was placed to provide legislative drafting support to CARICOM member countries on new NCD-related legislation and existing health legislation. Six young persons from Guyana participated in the Faith in the Commonwealth Youth Training of Trainers Workshop Programme in Port of Spain, Trinidad and Tobago, on 28 February–2 March 2018. 	

(Continued)

Table 4. Summary of Commonwealth Secretariat support to Guyana (Continued)

Youth	Total expenditure: £43,879 (7%)
<ul style="list-style-type: none"> • Guyana hosted the CYP Caribbean Centre in Georgetown until its closure in 2014. • The Secretariat supported Guyana in the development of its National Youth Policy. • Guyana hosted the Youth and Security Summit, organised under the CVE programme. • The Secretariat supported Guyana in the establishment of GNYC. • A Youth Leader in Guyana was winner of the Commonwealth Youth Awards, Caribbean and the Americas region (Wednesday 15 March 2017). 	
Economic Development	Total expenditure: £254,875 (40%)
<ul style="list-style-type: none"> • Technical assistance provided in September 2016 through Commonwealth Secretariat Debt Recording and Management System training. • The national trade adviser on the Hub and Spokes programme was placed in Guyana in July 2012–April 2019 to support trade capacity development, trade policy development and trade negotiations and to facilitate information-sharing and knowledge exchange. • The regional trade adviser on Hub and Spokes was based in CARICOM in Guyana, supporting CARICOM member countries including Guyana on trade negotiation and trade facilitation. • Guyana hosted the Commonwealth/CARICOM/Organisation Internationale de la Francophonie Consultations on Multilateral, Regional and Emerging Trade issues in the Caribbean in October 2018. • Technical assistance was provided to the Guyana Public Debt Legal Framework. • A review of the Guyana Public Debt Management Act 2017 was conducted. • Ministry of Finance and Bank of Guyana staff were trained on debt management systems as well as on public debt management (e-learning). • Technical support was provided in the establishment of the Natural Resource Fund. • Technical support was provided in drafting the Natural Resource Fund Bill. • Technical support was provided in drafting the Petroleum Policy. • Technical support was provided in drafting the Petroleum Commission Bill. • Technical support was provided in the amendment of the Petroleum Act and Regulations. • Technical support was provided in the production of the Petroleum Taxation Report, Model and Bill. 	
Small States	Total expenditure: £107,158 (17%)
<ul style="list-style-type: none"> • A climate finance adviser has been placed in the Ministry of Finance to support Guyana in accessing climate finance. • The Guyana Mission is being hosted at the Commonwealth Small States Office in Geneva. • Technical advice on trade-related issues was provided to the Guyana Mission in Geneva by the resident trade adviser. • Technical advice on human rights-related issues was provided to the Guyana Mission in Geneva by the Secretariat's advisers based in London. 	

2. Findings

2.1 Democracy

Greater Adherence to Commonwealth Political Values and Principles

Table 5. Commonwealth Secretariat support in Democracy

Democracy
<ul style="list-style-type: none"> Guyana's controversy with Venezuela on a border dispute was a standing item on the agenda of the Commonwealth Ministerial Action Group. The Commonwealth reaffirmed its position at the CHOGM 2018. The Secretary-General(s) made three visits to Guyana during the period under evaluation. The Commonwealth Observer Groups have observed several elections in Guyana, including the 2001, 2006, 2011 and 2015 national and regional elections. These provided recommendations for consideration by the Government. The Secretariat provided technical assistance in strengthening voter education in Guyana. Countering Violent Extremism (CVE) was mainstreamed into the Secretariat's programme delivery, including conferences, trainings and workshops. The Commonwealth CVE Unit, in partnership with the Global Centre on Cooperative Security, delivered a workshop in October 2018 for 35 senior officials, some of whom were from Guyana.

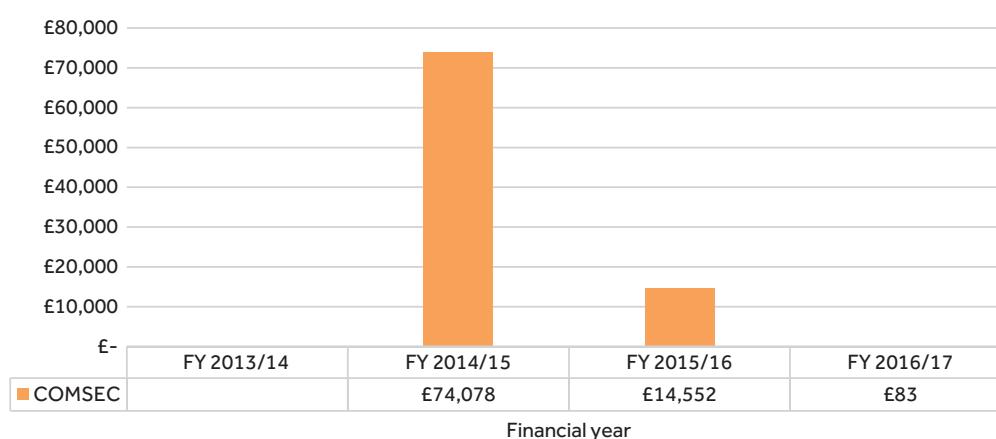
Context

Commonwealth Ministerial Action Group (CMAG) meetings and CHOGMs provided a Commonwealth voice on the territorial issues that Guyana faces with Venezuela. The Secretary-General(s) visited Guyana, particularly following the elections. Commonwealth Observer Group (COG) missions have observed at least the last four national and regional elections

in Guyana (2001, 2006, 2011 and 2015), providing a series of recommendations for strengthening national institutions and the electoral process.

Table 5 summarises Commonwealth Secretariat engagement in the Democracy Pillar to Guyana. Figure 7 shows the expenditure across the Democracy pillar over the four-year strategic period.

Figure 7. Democracy direct programme expenditure 2013/14-2016/17



2.1.1 Commonwealth Ministerial Action Group

CMAG was established more than 20 years ago, in 1995, and is made up of a rotating group of foreign ministers from eight countries, drawn from different regions, plus the foreign minister of the Commonwealth Chairperson-in-Office, the host of the previous CHOGM. Guyana, represented by Hon. Carl B. Greenidge, Vice-President and Minister of Foreign Affairs, was a member in 2016 and 2017.

Guyana's existing controversy with Venezuela was a standing issue for discussion at CHOGMs and CMAG meetings, where progress was monitored. The evaluation reviewed official statements of the Commonwealth Ministerial Group on Guyana, published in 2017 and 2018, and the CHOGM Communiqué, which raises the voice of the Commonwealth to the issue on an international platform.

2.1.2 Good Offices of the Secretary-General

The Secretary-General made a third visit to Guyana in June of 2015. The purpose was to present an opportunity for the Secretary-General to meet, and exchange views with, the newly elected president, HE Brig-General David Granger. The visit came directly after contested election results that saw a transition to a new government after 23 years in power for the People's Progressive Party.

A main concern of the new government raised by President Granger was the creation of a coalition government that was functional and effective. The Secretary-General was able to provide the president with an example of the Secretariat's previous work in Lesotho, where his Special Envoy had assisted with the formation of a coalition government. Subsequently, the Political Team forwarded a copy of the handbook prepared by Dr Prasad to the President's Office.

Another key concern addressed during the visit was Guyana's border dispute with Venezuela. The prime minister was appreciative of the Secretary-General's statement on Venezuela during CHOGM and the on-going support for Guyana from the Secretariat.

In 2016, a Commonwealth Ministerial Group on Guyana meeting, convened by the Commonwealth Secretary-General, was held in New York to

discuss recent developments in the controversy arising from the contention of Venezuela that the 1899 Arbitral Award concerning Guyana and Venezuela was null and void. The Group further reiterated the unequivocal and collective support of Commonwealth member governments for the maintenance and preservation of Guyana's sovereignty. Current Secretary-General Patricia Scotland reiterated this support.

A request for technical support to develop a new business model for the Iwokrama project was made during the 2015 visit. The Secretary-General advised that the Secretariat could provide such technical support, following the end to its financial support. Minister Trotman expressed his appreciation for the invaluable support of the Secretariat to the Iwokrama project.

2.1.3 Election Management

Electoral processes in Guyana, as overseen by the Guyana Elections Commission (GECOM), are guided by national electoral legal frameworks, which include the 1996 Constitution of Guyana, the 1964 Representation of the People Act and the 1967 National Registration Act. The Secretariat has a long history of involvement with GECOM, and has observed the country's national and regional elections since 1992. In recent times, the Secretariat provided technical support during the 2011 elections, including through the training of staff and the deployment of a technical expert, and was credited for being instrumental in supporting the peaceful election in 2006. The 2015 elections posed a challenge, partly because they were held two years earlier than would normally be the case. This was preceded by a challenging relationship between President Ramotar's minority government and the opposition-controlled Parliament.

Relevance

The COG, at the invitation of the Office of the President of Guyana, observed the national and regional elections held in Guyana on 11 May 2015. Overall, the chair of the COG noted that, *'The elections were credible and many of the benchmarks for democratic elections were met.'*⁶ A number of recommendations were made, including:

6 COG Report 2015.

- *The Code of Conduct for Political Parties should endure between elections unless amended by the parties. We urge parties to reaffirm their commitment to the Code before campaigning begins.*
- *We encourage all parties to engage in open political debates, in the interests of informing and engaging voters in the election process. This promotes civil discourse and civic participation.*
- *We reiterate the recommendations made in the 2011 report that steps be taken to strengthen and enforce rules on the use of public resources, especially during election campaigns, to facilitate a more level playing field for all parties, and reduce the abuse of state resources through the power of incumbency.*
- *We recommend that press freedom be enshrined in Guyana's Constitution. Journalists should be free to report without fear. At the same time, they should bear in mind their obligation to report the news without bias and to avoid inciting unrest.*
- *We recommend that state-owned media provide equitable coverage of all parties, as by their nature they should be duty-bound to serve the public interest generally rather than one party. There should also be equality of access in state-owned media for advertising by all parties.*
- *We recommend that the Broadcasting Authority be appointed by Parliament as an independent agency, rather than being under the auspices of the President's Office. This would inspire confidence in its impartiality in allocating licences. We also urge Parliament to consider giving the Authority greater regulatory powers.*
- *Breaches of the Code of Conduct for the media should have more serious consequences. We urge the media to review the Code and agree on measures to improve its effectiveness. Regulation should, however, remain independent of the state.*
- *The independent refereeing panel established under the Media Code of Conduct for Elections could evolve into a permanent body to promote and uphold ethical and professional standards, and support members of the public in seeking redress.*
- *The Media Monitoring Unit fulfilled an important function in promoting adherence to the Media Code of Conduct during the elections. It should be given resources to broaden its coverage of media outlets and could in future provide research support for the independent refereeing panel mentioned above.⁷*

Effectiveness

Notwithstanding the remarks made by the 2015 COG on the level of implementation of recommendations, which noted that, 'The group was disappointed to note that recommendations of the 2011 COG were yet to be addressed or implemented,' the evaluation engaged with stakeholders from GECOM on progress made in the implementation of election recommendations made in the COG reports. Recommendations tracing back to four elections (2001, 2006, 2011 and 2015) were discussed and progress was highlighted. Some of the notable areas of improvements discussed were as follows:

- **Autonomy of GECOM:** Recommendations to ensure the autonomy of the Commission, through delinking it from Government, were made in 2006 by the COG as well as the Organization of American States. This has now been implemented. GECOM is now an autonomous entity as mandated and reflected in legislation. However, the budget is not yet autonomous, and it is expected to take some time before full autonomy, including direct access to budgets, is achieved. Executive staff respond directly to the autonomous institution but the appointments of chair and commissioners are still political; it is hoped that this process will transition to best international principals and standards.

⁷ Ibid., pp. 19–20.

- **Voter registration:** This was a key issue of concern for the COG of 2001 and generated a number of recommendations. Following this, the Secretariat provided technical support to address the issue. In 2011, the COG noted progress in its interim statement: 'Voter registration, which has so bedevilled some past elections, was much improved and generally provided for universal suffrage⁸.' By the 2015 elections, GECOM had achieved continuous registration of voters, through the establishment of offices across the country that conduct registration, except for in the election period. Stakeholders commented that an up-to-date voter registration was produced every six months, showing readiness to conduct elections or by-elections any time of the year. Despite this progress, registration still stops for elections for a longer period than in other CARICOM Member States, where it stops for only election week – a target that GECOM hopes to achieve.
- **Voter education:** Following recommendations to improve voter education, the Secretariat provided technical assistance to GECOM to strengthen its capacity. This included training programmes and the review of training methodologies, approaches and content used by GECOM. An expert was placed in Guyana to work with GECOM. Stakeholders commented on the improved voter education.
- **Automation of systems:** Following recommendations from COG to automate systems, the United Nations Development Programme provided support, and progress has been made. GECOM was confident in its ability to produce ballot papers but lacked the trust and backing of the public. Continued support and training from the Secretariat was called for, particularly in the techniques required for transparency, efficiency and non-partisan ballots.
- **Legislation:** Despite some progress made on automation of systems, legislation is still based on manual systems. There is a call for the Secretariat to respond to the need for legal expertise to assist with law reform, to

change methods enshrined in the law to deal with timely results, especially in cases where requests for a recount have no merit.

- **Gender:** With regard to the issue of gender, a Registration Act of Guyana governs the registration process of the candidates submitted by the respective parties, of which a third must be women. Although youth participation is not driven by GECOM and is dependent mainly on their level of involvement in and affiliation to a chosen political party, almost 10,000 youths representing various political parties were trained and employed for the 2015 elections.

The Commonwealth Election Network was highly commended as a networking and information-sharing platform. Stakeholders interviewed had also participated in meetings held in the Caribbean region. Exchange of best practices and lessons from across the membership was pointed to as beneficial, as was participation in election observation missions. In order to enhance such exchanges, **it was recommended that the Secretariat establish a network with the Caribbean region of sustained technical leadership, including deputy chief elections officers and supervisors.**

The Secretariat was commended for the technical support provided in the development and evolution of GECOM to its current improved status. Officials of GECOM believed that, for the period under review, the Secretariat had played an integral role not only in observing the election process over the years but also in the evolution of GECOM to an autonomous body, along with helping transform the entire election process. Officials believed that GECOM had reached a level where it could deliberate on issues, review guidelines and make recommendations for improvement in its operations.

Sustainability

The establishment of GECOM as an autonomous entity will anchor and sustain the progress that has been achieved. Capacity-building and on-going technical support is now provided within an institution that is forward-looking and making improvements. Much as there is still some concern over legislation and the full implementation of recommendations, progress achieved so far over the years has been sustained.

8 <https://thecommonwealth.org/media/news/guyana-national-and-regional-elections-2011-interim-statement>

Table 6. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	<i>Pre-election observation missions conducted</i> <i>Election observation mission conducted</i> <i>Follow-up of election recommendations</i> <i>Guyana participated in Commonwealth Electoral Network Biennial Conference</i>	<i>National engagement and consultation on election observation report</i> <i>National action plan drawn on implementation of election recommendations</i>	<i>National action plan on implementation of election recommendations implemented</i>	<i>Improvement in electoral processes</i>
Progress rating				

The evaluation noted concerns with regard to access to capacity-building opportunities provided by the Secretariat, which did not necessarily reach GECOM technical team members engaged in the implementation and operationalisation of policies but rather were more targeted to the leadership. Stakeholders emphasised the importance of communication at all the different levels of the institution and ensuring that the right persons were engaged at the various forums facilitated by the Secretariat.

Overall, the Secretariat's engagement with GECOM in Guyana could be cited as a success story. According to key respondents, 'COMSEC over time has done enough as far as ensuring functionality and applicability of best practices and recommendations were adhered to by GECOM.' GECOM in its growth and development welcomed the Secretariat's continued engagement and technical support, including regular M&E missions that assess and validate progress. Table 6 represents progress in the area of Democracy along the Secretariat's Impact Pathway.

2.1.4 Countering Violent Extremism

CVE is one of the new programmes that the Secretariat is implementing. Violent extremism represents a serious threat to international peace and security, shared values and aspirations, social harmony and economic and social development. A dedicated Commonwealth CVE Unit was

established in January 2017 in order to harness the capacities and potential of the Commonwealth family to counter the ideology of violent extremists across the spectrum, in a co-ordinated way. The CVE strategy recognises that each member country experiences violent extremism in different forms, and therefore it defines CVE as seeking to address all forms of activity that employ or support the use of violence to express grievances or pursue objectives that have an overarching political, ideological or religious goal in mind.

Opportunities for engaging with Guyana have been sought by the CVE Unit at various levels. While Guyana is not considered as being at imminent threat of violent extremism, there has been engagement to raise awareness directly or to mainstream the issue through on-going programmes. These engagements, with Guyana's participation, included the following:

- The CVE Unit, in partnership with the Global Centre on Cooperative Security, delivered a workshop in October 2018 in Trinidad and Tobago for 35 senior officials, some of whom were from Guyana. This explored strategic approaches to preventing and countering violent extremism in prisons, including how to utilise the different domains of prison management, such as facilities, risk assessment, intelligence, interpersonal relationships, interventions and rehabilitation

programmes and managing reintegration into the community. The Guyanese Prison Authority expressed a specific interest in further developing its own expertise with regard to managing radicalisation among the prison population. The CVE Unit has responded with a dedicated training course to be delivered to the Guyanese Prison Service in Q4 of 2019.

- Recognising the value of global citizenship education for young people in addressing the concern for peace and security, and the global threat of radicalisation and violent extremism issues, the CVE Unit and the Faith in the Commonwealth Project Team collaborated on the delivery of a training of trainers programme for young people in the Commonwealth. Six young people from Guyana participated in this, which was held in Port of Spain, Trinidad and Tobago, on 28 February–2 March 2018). The training drew young people from the Caribbean to improve understanding and respect for diversity and increase social cohesion among youth in the Commonwealth. *(See details in Section 2.3.2 – Education.)*
- The Caribbean Financial Action Task Force (CFATF) Workshop for Judges and Prosecutors took place on 3–4 May 2018 in Georgetown, Guyana. This was funded by the Commonwealth Secretariat, the Caribbean Development Bank (CDB) and the Cooperative Republic of Guyana. During this workshop, the CVE Unit had the opportunity to address issues of violent extremism as it pertains to rule of law through a dedicated session. The session explored the interconnection between proceeds of crime and the fostering of conditions conducive to terrorism, such as violent extremism, and the role of justice officials in ensuring that the 'life blood' of such activity is severed. Various ways in which funds are utilised to fund crime and in particular

violent extremism were highlighted. Judges and prosecutors were enjoined to carefully consider the linkage between financial crimes and violent extremism and terrorism and to ensure that the proceeds of crime are confiscated to prevent the funding of such activity. (See details in Section 2.2.2 Rule of Law.)

- The United States Agency for International Development's Community, Family and Youth Resilience collaborated with the United Nations Children's Fund, CDB, the Inter-American Development Bank, the CARICOM Secretariat and the Government of Guyana to co-host the Caribbean Summit on Youth Violence Prevention. A group of change agents for an intensive, experiential summit event, where collective knowledge could be leveraged in fostering transformational action on violence prevention in the region under the theme 'Youth as Partners and Innovators', was convened in Georgetown, Guyana, on 15–16 January 2019.

The programme is still in the early stages of implementation, thus the evaluation could only ascertain the extent of engagement on violent extremism. Progress can be measured only through the number of speaking engagements the CVE Unit participated in, providing it with the opportunity to share knowledge and raise awareness on countering/preventing violent extremism. For instance, according to the monitoring report of the CFATF workshop above, 75 per cent of respondents found the session on the financing of terrorism, presented by the head of the CVE Unit, 'useful' or 'highly useful'. Evidence of engagements above demonstrates a concerted effort to sensitise a diverse group of stakeholders who could be targeted, be change agents or reform policy implementation. This level of engagement within a short period of time of programme implementation provides assurance of satisfactory progress towards the CVE Unit's result areas.

Conclusion

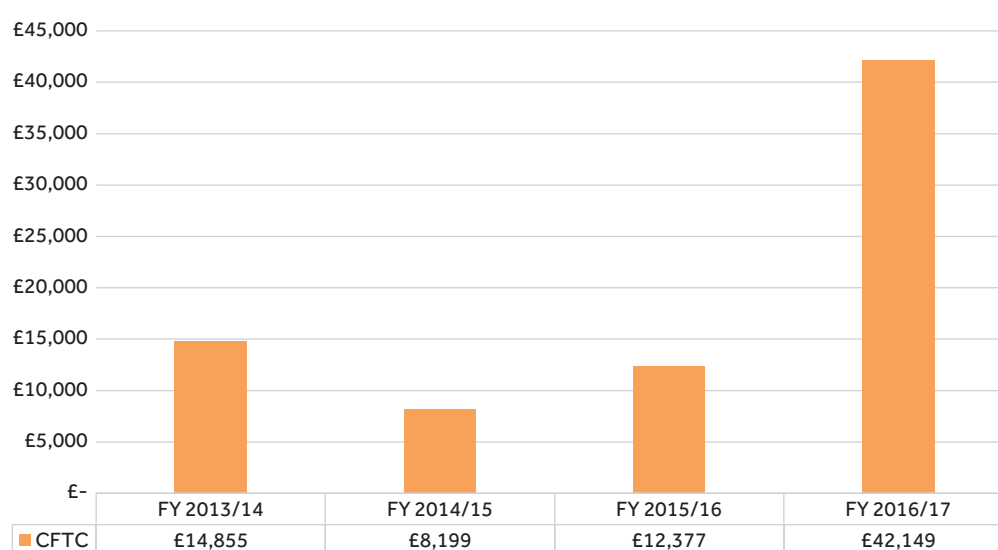
There was high visibility of the Secretariat's work within elections, owing to the work undertaken and to follow-up by the Secretary-General, which generated good press coverage. The technical work of the Secretariat is to be commended and has been consistent over four electoral cycles, particularly the work done between elections in building capacity and the provision of advisory support to strengthen GECOM.

Challenge(s)	<ul style="list-style-type: none"> The Commonwealth Election Network, the core platform for networking and sharing of knowledge by electoral commissions, is inactive; when active, there is political as opposed to technical participation, limiting the sharing and exchange of knowledge.
Lessons learnt	<ul style="list-style-type: none"> A formalised mechanism for follow-up and accountability on the implementation of election recommendations within the member country would increase ownership and the pace at which election recommendations are implemented. It is often the case that the same stakeholders are targeted in different Secretariat programmes. Mainstreaming of new programmes within existing activities delivers more value for money. The CVE programme delivery model in Guyana has raised awareness among different stakeholders and employed the integrated working approach that the Secretariat has been working towards.
Recommendation(s)	<ul style="list-style-type: none"> The Secretariat should seek opportunities for and facilitate joint delivery of programmes in member countries, particularly where there are areas of synergies. This contributes to integrated working arrangements and more impact. In line with the newly approved election guidelines, the Secretariat in collaboration with the relevant member country should put in place a formal mechanism for oversight, follow-up and accountability with regard to the implementation of election recommendations.

2.2 Public Institutions

More Effective, Efficient and Equitable Public Administration

Figure 8. Public Institutions direct programme expenditure 2013/14-2016/17



Context

Well-performing public institutions are critical in establishing and sustaining democracy, good governance and development. Guyana has benefited from the Secretariat's support in human rights, through the Geneva Small States Office, capacity-building programmes and legislative drafting capacity in rule of law and strengthening the internal audit function.

Table 7 summarises Commonwealth Secretariat engagement in the area of Public Institutions to Guyana. Figure 8 shows the expenditure across the Public Institutions pillar over the four-year strategic period.

2.2.1 Human Rights

The Secretariat's support on Human Rights in the Caribbean has focused on supporting member countries in the establishment of National Human

Rights Institutions (NHRIs) and facilitating them in reporting on the Universal Periodic Review (UPR). The Secretariat has supported CARICOM member countries on UPR processes, including preparation for the UPR process and follow-up on recommendations through seminars conducted in 2010 and 2012. Guyana participated in the Caribbean Regional Best Practice Knowledge Platform on UPR and Treaty Bodies on 26–27 June 2016, in St Georges, Grenada convened by the Secretariat.

Issues discussed during knowledge exchange included the current methodology of preparing national reports to the UPR mechanism and Treaty Bodies; status of the preparation of the national report to the UPR for member countries yet to participate in the third cycle of the UPR; status with regard to the current backlog of reporting to Treaty Bodies, if any; and challenges member countries were facing in addressing the backlog. Other areas included an inter-agency mechanism,

Table 7. Commonwealth Secretariat support in Public Institutions

Public Institutions
<ul style="list-style-type: none"> Two representatives from Guyana participated in the Caribbean Regional Best Practice Knowledge Platform on the Universal Periodic Review (UPR) and Treaty Bodies on 26–27 June 2016, St George's, Grenada. Technical support on UPR reporting has been provided to the Guyana Mission in Geneva from 2016 to date. Guyana hosted the Commonwealth Regional Workshop on Anti-Money Laundering and Countering Financing for Terrorism for Judges and Prosecutors on 2–4 May 2018. The Secretariat's Rule of Law Division organised a short seminar on domestic violence in Georgetown, Guyana, for the Judiciary of Guyana. This targeted the magistracy as well as members of civil society, the police and social services of Guyana in March 2014. The Secretariat's Rule of Law Division in conjunction with the Judiciary of Guyana and the Commonwealth Magistrates' and Judges' Association organised a two-day seminar on tackling domestic violence in Guyana on 22–23 January 2016; A short-term consultant (for six months) attorney of law and legislative drafting specialist revised the Securities Industry Act and various Regulations under the Act. Guyana participated in the Regional Legislative Drafting Seminar held in Trinidad and Tobago on 26–28 February 2013. Guyana participation in the Regional Legislative Drafting Seminar held in Grenada in May 2014. Guyana participated in the CARICOM Secretariat internship (placement of one drafter). Guyana participated in the Athabasca long-distance training programme. Guyana also participated in the mentorship programme for law students/interns (four persons from Guyana benefited). Mentorship also took place through the Athabasca programme. Guyana hosted the Seventh Commonwealth Biennial Public Service Forum in Georgetown on 21 October 2018 under the theme 'Goal to Action: Strengthening Public Sector Governance for Efficient and Effective Implementation.'

Table 8. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	<i>UPR and Treaty Body reporting supported</i>	<i>Timely reporting of Guyana on UPR and Treaty Bodies</i>	<i>Overdue reports to relevant Treaty Bodies finalised and submitted</i>	<i>NHRI accreditation process complete and Guyana achieves A status in accreditation process</i>
Progress rating				

such as a National Mechanism for Reporting and Follow-up, to co-ordinate the preparation of national reports to the UPR and Treaty Bodies; collaboration with parliaments/parliamentarians with regard to the UPR and Treaty Body reporting; stakeholder engagement models and information dissemination to stakeholders; and their participation in the preparation of national reports and implementation of relevant recommendations.

On-going technical support on UPR reporting has been provided to Guyana through the Geneva Mission since its establishment in 2016. Between 2015 and March 2019, the Secretariat's human rights advisers visited the Geneva Small States Office three times a year for approximately ten weeks a year. Their duties included arranging meetings with member countries, attending council sessions, advising member countries on technical issues and holding bilateral meetings with member countries. Guyana is an active party in Geneva. Review showed that Guyana co-chaired (with Sierra Leone) a meeting of permanent representation of the Commonwealth in Geneva in November 2017. This was the second of its kind, the first being chaired by Malta in 2016.

The evaluation notes that Guyana does not have an NHRI; however, commitment was communicated to the Secretariat for the establishment of such an institution following recommendations from the UPR. There are national institutions, such as the Women and Gender Equality Commission, actively advocating for the establishment of an NHRI. The Secretariat is engaged with the Guyana Mission in Geneva and the Capital. Following a request for technical support from Guyana in 2018, collaboration to establish the NHRI and reporting was established between the Secretariat, the Guyana Mission in Geneva and the Capital (see Section 2.6.2 Small States Office in Geneva). Further collaboration was evident during the United Nations Office of the High Commissioner for Human Rights regional workshop hosted in Guyana in partnership with CARICOM and

the Government of Guyana, which saw the technical involvement of the Secretariat's advisers and the Guyana Geneva Mission.

Stakeholders commended the technical support provided by the Secretariat staff based in London to the Geneva Small States Offices. The evaluation noted the presence of a resident human rights adviser, funded through CFTC, between 2013 and 2015; however, limited funding meant this position was not continued. At the time of the evaluation, funding to strengthen technical capacity in Geneva and the human rights work of the Secretariat had been sourced from the UK Government.⁹ Table 8 represents progress in the area of Human Rights along the Secretariat's Impact Pathway.

2.2.2 Rule of Law

Tackling Domestic Violence

The Secretariat's Rule of Law Division, in conjunction with the Judiciary of Guyana and the Commonwealth Magistrates' and Judges' Association, organised a two-day seminar on tackling domestic violence in Guyana on 22–23 January 2016. This was in response to the invitation of the Chancellor of the Judiciary of Guyana in September 2015 to support a further judicial seminar on domestic violence for members of the police and magistracy of Guyana. The request followed a similar workshop in March 2014 when the Rule of Law Division organised a short seminar on domestic violence in Georgetown, Guyana, that targeted the magistracy as well as members of civil society, the police and the social services of Guyana.

The rationale for these interventions has been the high prevalence of domestic violence in Guyana. In 2013, Guyana ranked second in the Caribbean for occurrences of domestic violence. The results of the 2015 Americas Barometer Survey confirmed

⁹ Two human rights experts took up post in the Geneva office in March 2019.

this. The survey was based on interviews between 2006 and 2014 of thousands of ordinary people in the countries constituting the North, Central and South Americas as well as the Caribbean. The results also demonstrated a high level of tolerance for domestic abuse in Guyana, reflected in a high number of incidents of domestic violence and very low reporting of domestic assaults by victims.¹⁰

The seminar provided police officers, those working with the victims of domestic violence and magistrates in Guyana with an opportunity to discuss the major issues confronting them in domestic abuse cases, with a view to strengthening the administration of justice. It emerged in the discussions that major issues in the prosecution of perpetrators of domestic violence were as follows: the police tend to discourage victims from pursuing complaints; and magistrates allow victims to withdraw their complaints. Some of the lessons highlighted were as follows:

- *'I can try a case of domestic violence without the victim.'*
- *'You can't send both victim and perpetrator to counselling at the same time.'*
- *'Special measures to protect victims of domestic violence are necessary.'*
- *'A screen to protect the victim when giving evidence can be easily made.'*
- *'I will manage better witnesses when they are giving evidence in court.'*
- *'I will ask the police to monitor the conduct of witnesses at court.'*
- *'I will regulate how counsel asks questions in court. I won't allow them to approach witnesses at close range in court.'*
- *'I will be more proactive in the management of cases.'*
- *'Magistrates have a voice. We can influence change. Our statements can influence the situation.'*

This seminar was successful to the extent that it generated a lively debate about the prosecution of domestic violence cases. The evaluation sought to

follow up on progress; one of the stakeholders who participated in the programme consulted provided insight on progress made in Guyana with regard to prosecution of domestic violence cases but could not provide a link with the trainings provided.

Anti-Money Laundering and Countering Financing Terrorism

The Commonwealth Secretary-General responded positively to a request from the Attorney General of Guyana, in his capacity as Chair of the Caribbean Financial Action Task Force (CFATF), to deliver training to judges and prosecutors in the Caribbean. The intent of the training was to improve capacity to address money laundering and the financing of terrorism and violent extremism in the Caribbean. Recent reports had recommended that priority attention be given to addressing primary deficiencies, including limited to no prosecution of money laundering cases, no convictions, lack of training and the prioritisation of resources to predicate offences rather than money laundering.

The training event, hosted in Georgetown, Guyana, on 3–4 May 2018, was delivered through collaboration between the Secretariat, CFATF, CDB and the Government of Guyana. The workshop saw attendance by 40 representatives from the 20 countries (12 Commonwealth member countries), including 17 judges and 23 prosecutors. According to the monitoring report, 92 per cent of respondents found the workshop 'highly relevant' or 'relevant' to their role and professional development and 91 per cent believed it was 'important' to advancing implementation and reform on AML/CFT in their country. By the end of the workshop, 81 per cent were clear on how they could act differently to support more effective implementation of current AML/CFT legislation in their countries as opposed to 62 per cent at the start of the workshop.

During the evaluation, the Office of the Attorney General commended training programme. However, it was noted that much more was needed to address the problem, beyond training. The view of the Office of the Attorney General was that the Secretariat could play a continued meaningful role in helping draft a more modernised law to counter violent extremism and reform money laundering laws to prosecute offenders.

One of the participants of the programme noted that, *'The May 2018 training with magistrates and prosecutors was very helpful.'* The training provided

¹⁰ Back to Office Report: Tackling Domestic Violence Seminar, Georgetown, Guyana, 22–23 January 2016.

access to a network of persons in criminal law across the Commonwealth. Following the training, but not necessarily as a result, the Guyana Money Laundering Act was passed, further trainings were conducted on money laundering and governance and a National Co-ordination Committee (that includes stakeholders from all sectors) for National Risk Assessment for Money Laundering Risk and Vulnerabilities was established. It was noted that prosecution remained a key weakness, however.

Stakeholders within the police noted that a special organised crime unit to deal with money laundering had been established with support from the British Embassy. However, the police are encountering issues that legislation does not yet address. It was highlighted that there was a need for a combination of persons with the required skills in accounting, banking and law to improve the investigative capacity of the police.

Another respondent commended the capacity-building work of the Secretariat but noted that, despite capacity development efforts by development partners, several systemic issues remained. Some of the concerns highlighted involved the criteria used in the selection of judicial officers; the capacity of judges (not doing the required research, fear of doing wrong); lack of transparency in the process used to promote judicial officers; work ethic issues of judicial officers leading to backlog in the system; and neglect by the Bar Association of its role to question, critique, advocate.

Lesson learnt: Joint training for investigators, prosecutors and magistrates is very useful as it enables effective addressing of all perspectives of the same issues. Adequate knowledge on information requirements for the different stages of the law is useful for all stakeholders involved.

Recommendation:

- ***For future training programmes in AML/CFT, a model that draws together investigators, prosecutors and magistrates should always be considered.***
- ***The Secretariat should establish a link among judiciaries to increase access to Commonwealth networks for continuous knowledge-sharing.***
- ***The Secretariat should follow up with the police on key issues facing the police that legislation is currently not addressing, and attempt to establish model legislation for the Commonwealth.***

Legislative Drafting

Four CFTC legislative drafters were placed at CARICOM to enhance regional capacity in legislative drafting. The experts drafted model legislation and shared these with regional member countries; provided legal advice on what was permissible in line with the Constitution; assisted member countries to translate model provisions into domestic legislations; and conducted training programmes. Tools developed and shared with Guyana included the following:

- 'Guidelines for Instructions to Draft and Process Legislation', distributed to all the legislative drafting offices throughout CARICOM Member States;
- 'The Effective Management of a Legislative Drafting Office';
- 'The Legislative Process and Drafting Instructions – A Guide for Administrators', co-authored with John Wilson, with the support of the IMPAC Project, Canada.

Other technical assistance provided on legislative drafting was as follows:

- Drafting of securities legislation by a short-term consultant;
- Public Debt Management Bill 2017 produced by the Debt Management Unit, with oversight from the Rule of Law Division;
- Maritime primary legislation advice rendered by a CFTC expert based at the CARICOM Secretariat (at the time of the evaluation a request had just been received for assistance to draft Maritime Zones Regulations);
- Deployment of a legislative drafter to Guyana by the Health Division to assist with drafting health-related legislation (see Section 3.2.1 Health, under Social Development).

Overall, the Secretariat's individual engagements were relevant and efficiently delivered and have the potential to address the issues. However, there was fragmentation in the nature of the engagement with Guyana. All the activities were standalone and could not be assessed as one whole, despite all being delivered by one unit within the Secretariat. Guyana was expected to have benefited more from the regional legislative drafters, but this did not seem the case, as compared with other member countries, like Grenada, that made use of legislative capacity. Table 9 represents progress in the area of Rule of Law along the Secretariat's Impact Pathway.

Table 9. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	<p>Judges trained to tackle domestic violence</p> <p>Judges and prosecutors trained to tackle AML/CFT</p> <p>Technical support provided in drafting of legislation</p>	<p>Strengthened capacity of judges to tackle domestic violence</p> <p>Strengthened capacity of judges and prosecutors to tackle AML/CFT</p> <p>Bills and legislation drafted</p>	<p>Increased level of prosecution of domestic violence cases</p> <p>Increased level of prosecution of crime related to money laundering and financing terrorism</p> <p>Bills and legislation passed</p>	<p>Legislation implemented</p>
Progress rating				

2.2.3 Public Administration

Guyana hosted the Seventh Commonwealth Biennial Public Service Forum in Georgetown on 21 October 2018 under the theme 'Goal to Action: Strengthening Public Sector Governance for Efficient and Effective Implementation.' This drew ministers and representatives from Commonwealth governments, ministries of public service, the Commonwealth and the United Nations. During this meeting, the Secretariat's Sustainable Development Goal (SDG) Implementation Toolkit was given prominence and recommended for implementation. Representatives welcomed the toolkit and agreed it would be useful for advancing the implementation process in Commonwealth member countries. They highlighted that, given the technological revolution, the toolkit was the way of the future.

Guyana participated in the Caribbean Regional Anti-Corruption Association supported by the Secretariat. However, there is no evidence of concrete engagement between the Secretariat and Guyana on anti-corruption issues.

Internal Audit

The Secretariat responded to Guyana's request for 'Strengthening Internal Audit – Designing a structural and functional plan based on international best practices for expanding the role of internal audit within Government. This should include a review of

improving risk management system with the use of information technology.'¹¹

Relevance

The Secretariat conducted an in-depth needs assessment of the internal audit function in Guyana, engaging all the relevant stakeholders. The Secretariat proposed four structural options for the internal audit function for consideration by Guyana:

- **Option 1:** Creation of an Internal Audit Agency
- **Option 2:** Creation of an Internal Audit Cadre in the Ministry of Finance for the Government with full oversight by the Ministry of Finance
- **Option 3:** No internal audit cadre in government – Internal Audit Units established in the Ministry of Finance and line ministries; Ministry of Finance Internal Audit Unit provides limited oversight
- **Option 4:** Separate internal audit units established in the Ministry of Finance and line ministries

11 Request Letter for Technical Assistance from CFTC by the Ministry of Finance, 16 November 2015. In addition to strengthening of Internal Audit, two other items were requested: Public Procurement – establishment of effective linkages between cash management and procurement systems across central government; and Monitoring and Evaluation – support to the Ministry of Finance to host a conference to bring together regional best practices and lessons learnt.

Structural options for Audit Committees were also proposed: Option 1 – centralised oversight – Government Audit Committee established proving oversight of the internal audit function across Government; Option 2 – two-tier oversight – Government Audit Committee established alongside Audit Committees in respective ministries and agencies with internal audit function; and Option 3 – decentralised oversight – Audit Committee established in each line ministry and agency with an internal audit function.

Following detailed deliberations, it was noted that, whilst there was generally an initial preference for Option 2, which required the establishment of an internal audit cadre in the Ministry of Finance, it was resolved that the Ministry of Finance leads a SWOT [strengths, weaknesses, opportunities, threats] analysis of the respective line ministries in accordance with one of the suggestions of the presentation. This would inform the decision regarding the “best fit” for the Government with regard to the internal audit structures and reporting lines to be employed. The need for oversight by an Audit Committee was acknowledged by all present, who noted that a decision regarding this would ultimately be influenced by the structure adopted following the SWOT analysis.¹²

The Secretariat appointed a short-term consultant to conduct further assessment, provide on-the-job coaching and mentoring for internal audit teams and make recommendations for implementation by the Government. Seven ministries were targeted: Finance; Education; Communities; Public Infrastructure; Agriculture; Health; and Public Security.

Efficiency

The response of the Secretariat to the request made was fast and timely, to meet the need before it had evolved. The request was made in November 2015, a formal assessment was conducted in February 2016 and an expert to address the identified gaps was posted August 2016. There was consistent engagement and involvement of the Ministry of Finance at all stages, from inception to conclusion of the expert placement, as follow-up on progress was on-going by the Secretariat.

The Ministry of Finance fully commended the contribution of the Public Sector Governance Unit and the consultant. The short-term

assignment was considered timely, and targeted and addressed the critical need of the ministries. It was believed that collaboration with the Ministry of Finance and ensuring the technical assistance was responsive to the underlying needs of Guyana had contributed to the successful delivery of the programme.

Effectiveness

The evaluation noted that the consultant had delivered on all the planned outputs by the end of the assignment. These included:

- An assessment of internal audit practices in the targeted ministries, identifying gaps between practices and international internal audit standards, was conducted, and recommendations for improvement were provided.
- An in-depth understanding of the position of the Auditor General on the strengthening of internal audit was reached.
- Internal audit instruments, such as an internal audit charter, procedures, standards, working papers and formats, were updated and workshops to engage on the revisions were conducted with the relevant stakeholders.
- The Audit Committee supported the recommendation for procurement of an internal audit software application and funding was being sourced.
- A framework (draft guidelines) for the establishment of an Internal Audit Committee at the Ministry of Finance and in other line ministries was embedded within the Audit Committee Charter that was also developed.
- Guidelines for performing fraud investigations were developed and delivered to all relevant stakeholders in the target ministries.
- An Enterprise Risk Management Policy was developed and discussed.
- Guidelines for performing systems audit were developed and circulated to the relevant target stakeholders.
- A capacity-building strategy focused on the critical areas of institutional, human and infrastructure capacity of the internal audit departments was developed and included as a section in the assessment of existing internal audit practices. Key areas included

¹² Internal Audit Technical Advisory Mission to Ministry of Finance, Guyana, 22–25 February 2016, p. 7.

development of an internal audit charter and an audit committee charter, automation of internal audit department processes, staff training and development of an internal suit manuals detailing internal audit procedures, guidelines and methodologies.

- Coaching sessions were conducted on internal controls, health check reviews, and conducting a high-level internal controls review using the Master Audit Programme.

At the time of the evaluation, a fully functional Internal Audit Unit within the Ministry of Finance was in operation and effectively delivering its mandate. The Internal Audit Charter had been approved and was being implemented, and there was evidence that all the updated instruments were in operation and effectively being utilised, as noted by the head of internal audit. In the coaching groups, it was noted that five out of the seven groups that had been coached '*performed their audit reviews successfully from planning to execution and reports were submitted*'.

Respondents noted that the Secretariat training had provided people with networking opportunities. The Internal Audit Unit now has in place a process to train staff when other staff return from training, which allows for dissemination of learning in the unit. The recent London-based training will also be applied in the restructured department.

The Evaluators saw evidence that Management action plans were developed by the Internal Audit Unit to help departments and agencies report on

the results they hoped to achieve and the status of activities. These are sent after each audit.

The responsible officer and the timeline for each of the activities are recorded. Timelines should all be less than six months, except in cases of policy development. They must be returned to the Internal Audit Unit within 30 days of receipt. The follow-up audit will identify what has been implemented, what is in progress and the type of follow-up that will be provided to the agency.

The evaluation team noted that respondents were very aware and engaged with the technical assistance received from the Secretariat to improve internal audit processes in the public sector in Guyana. The effectiveness of the technical assistance was seen in how the Unit was able to utilise the content in the development of the management action plans and the proposed restructuring of the Unit across agencies.

Sustainability

The Ministry of Finance was in no doubt that all the outputs delivered had been fully planned for with sustainability in mind. Systems and processes had been assessed. All the relevant guidelines, frameworks and instruments to allow for the effective operations of the internal audit function without technical support had been put in place. Much as some areas of operation would benefit from an additional injection of funds, all the key operations of the internal audit function are fully incorporated in the national budget. Table 10 represents progress in the area of Public Administration along the Secretariat's Impact Pathway.

Table 10. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	<i>Assessment of internal audit function conducted</i>	<i>Key stakeholders on internal audit engaged with the drafted charter</i>	<i>Internal audit charter approved;</i>	<i>Internal audit charter implemented</i>
	<i>Revised internal audit instruments/ tools delivered</i>	<i>Needs assessment report highlight recommendations for strengthening internal audit discussed</i>	<i>Action plan for implementation of recommendations for strengthening internal audit approved</i>	<i>Action plan for implementation of recommendations for strengthening internal audit implemented</i>
	<i>Internal audit charter drafted</i>			
	<i>Internal Audit Symposium conducted</i>			
Progress rating				

Conclusion

Overall, good progress was noted within the Public Institutions pillar of work; however, the nature of engagement was not cohesive. Each element of the programme was not in any way linked to the others, and yet they contributed to the same strategic result. Within the Rule of Law work there was even more fragmentation, as each activity was not connected to the overall.

Challenge(s)	<ul style="list-style-type: none"> • Within the Internal Audit work, significant progress was made towards implementation of recommendations although the rate of implementation was slower than expected owing to capacity challenges, as recruitment was not completed for a full complement of staff to run the Unit.
Lessons learnt	<ul style="list-style-type: none"> • Joint training for investigators, prosecutors and magistrates is very useful as it enables the effective addressing of all perspectives of the same issues. Adequate knowledge on information requirements for the different stages of the law is useful for all stakeholders involved. • Constant engagement and follow-up by the lead technical person within the Secretariat is a valuable resource for the member country, providing ready access to a technical input on key on-going processes, and provides affirmation to the implementing department. This was highlighted especially in the Internal Audit work.
Recommendation(s)	<ul style="list-style-type: none"> • For future training programmes in AML/CFT, a model that draws together investigators, prosecutors and magistrates should always be considered. • The Secretariat should establish a link among judiciaries to increase access to Commonwealth networks for continuous knowledge-sharing. • The Secretariat should follow up with the police on key issues facing the police that legislation is currently not addressing, and attempt to establish model legislation for the Commonwealth. • Once the full complement of staff is in place in the newly formed Internal Audit Unit, there will be a need to train all staff – a request that had been made to the Secretariat.

2.3 Social Development

Enhanced Positive Impact of Social Development

Context

The Secretariat's engagement in under the Social Development pillar in Guyana was minimal. In health, a regional expert on legislative drafting on non-communicable disease (NCD) was placed in CARICOM, Guyana, while a few young people participated in a regional training programme held in Trinidad and Tobago. There was no direct programming on gender equality. The support was provided within the context of a regional approach to programme delivery.

Table 11. Commonwealth Secretariat support in Social Development

Social Development
<ul style="list-style-type: none"> • A CFTC expert – a NCD regional legislative drafter based in the CARICOM Secretariat in Guyana – was placed to provide legislative drafting support to CARICOM member countries on new NCD-related legislation and existing health legislation. • Six young persons from Guyana participated in the Faith in the Commonwealth Youth Training of Trainers Workshop Programme in Port of Spain, Trinidad and Tobago, on 28 February–2 March 2018.

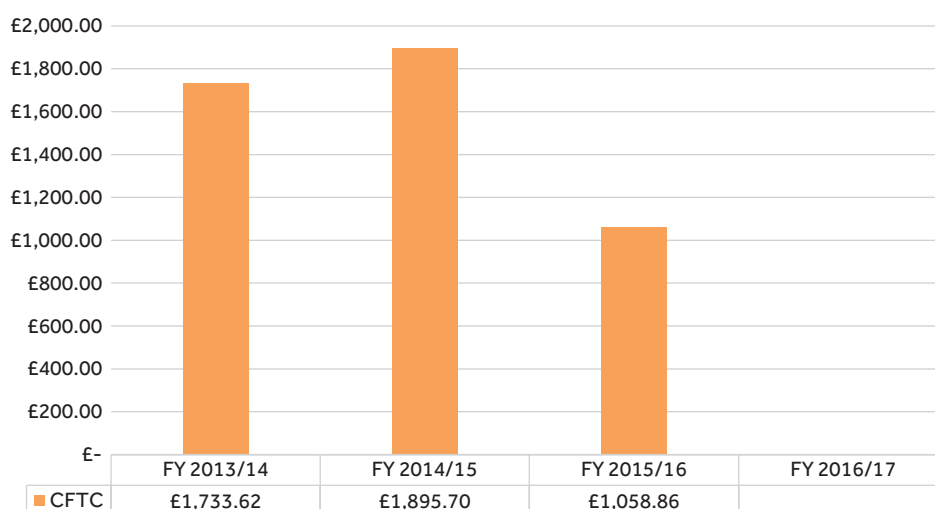
Figure 9. Social Development direct programme expenditure 2013/14-2016/17

Table 11 summarises Commonwealth Secretariat engagement in the area of Social Development to Guyana. Figure 9 shows the expenditure across the Social Development pillar over the four-year strategic period.

Health

The Secretariat has been at the forefront of advocacy and thought leadership on NCDs, having been the first inter-governmental organisation to call for the United Nations High-Level Summit on NCDs, which raised the profile of NCDs and led to a United Nations General Assembly Resolution and, in 2011, the Political Declaration of the High-Level Meeting of the General Assembly on the Prevention and Control of Non-Communicable Diseases. The leadership offered by the Caribbean region has been critical to these processes and achievements.

Relevance

The Caribbean region recognised that tackling NCDs requires a multi-sectoral approach, including health, education, finance, agriculture, civil society and the private sector, to collaborate to reduce risk factors associated with NCDs as well to identify national measures to prevent and control them. The Caribbean region therefore identified the strengthening of National NCD Commissions (NNCDCs) as a priority area, leading to the development and piloting of the NNCCDC Implementation Framework and the launch of the NNCCDC online portal by the Healthy Caribbean Coalition (HCC) and Commonwealth Secretariat. The Caribbean region also recognised the urgent need to

address the risk factors associated with NCDs, hence this project to support CARICOM in its efforts to develop and review NCD-related legislation.

The Secretariat in collaboration with HCC worked with member countries in the Caribbean region in responding to its NCD challenges. HCC (Barbados) is a regional civil society alliance to combat NCDs and their associated risk factors. The programme involved hosting a Regional Meeting on NNCCDCs; development of a framework for the establishment of and strengthening of NNCCDCs; and establishment of a NNCCDC web portal to facilitate regional engagement on the NCD agenda and knowledge-sharing and exchange. The evaluation confirmed that Guyana did not participate in the regional engagement, and there is no awareness of the Secretariat's efforts and technical assistance in the region on NCDs. The evaluation noted that there was recognition of the extensive contribution made and that continues to be made by HCC and the Pan-American Health Organization (PAHO) in the Caribbean but not the Secretariat.

Addressing NCDs is one of the critical challenges facing Guyana's Ministry of Health. In an effort to prioritise implementation of the NCD agenda, Guyana's NCDC was first established in September 2014 and later reconstituted in December 2016 through direct government support and PAHO and HCC. A three-day study tour was conducted to the Barbados NCDC to learn from progress made. To date, Guyana has passed the Tobacco Control Act (comprehensive legislation), a Bloomberg initiative that started in 2009 with World Health Organization support. Currently, the NCDC is working on an Alcohol Policy led by an independent consultant

with support from PAHO. However, Guyana's progress on addressing NCD issues cannot be attributed or linked to the Secretariat, as there was no evidence of engagement with the Secretariat.

Efficiency

The evaluation noted that there was no visibility or awareness of the Secretariat's work on NCDs in the region or that of CARICOM within the Ministry of Health. At the time of the evaluation, a legislative drafting consultant assigned by COMSEC was in residence at the CARICOM Secretariat to support Caribbean Community member countries with legislative drafting on NCDs and the amendment of existing health-related legislation. Guyana highlighted the need for NCD legislative drafting but was unaware of the resident capacity in the country. Even though the expert was placed to support the region, their presence in the Guyana should lead to greater awareness of and access to the technical assistance for Guyana.

The regional approach to legislative support in a specialised context is commended, especially considering that this is a technical area. It was not clear what mechanism was in place for the CARICOM Member States to use to access this support, as there was no knowledge of the support in the host country.

Effectiveness

This project was still at an early stage of implementation but there was evidence that there had been no national consultation with regard to the placement of the expert meant to support member countries. Lack of engagement by the Secretariat or CARICOM with the member countries supposed to benefit from the support at this early stage has compromised the effectiveness of the support that is to be provided. It was not clear if the support was supply-driven by CARICOM and the Secretariat or demand-driven by member countries. Supply-driven expert placement may encounter challenges

in obtaining national buy-in to move legislative drafting forward. The evaluation could not verify with CARICOM or stakeholders in the Ministry of Health whether the engagement could have taken place at higher levels and not with the NCDC. This lack of awareness of the support in the host country's delivery ministry at the time of evaluation suggests support was supply-driven.

Sustainability

At this early stage of implementation, it is clear that plans for sustainability have not been put in place. For a regional programme to succeed on sustainability measures would involve ownership by the implementing NCDC or Ministry of Health in the member country where the technical assistance is being provided. The support needs to be linked to national priorities and legislative processes planned or in progress. Lack of engagement with the NCDC, particularly in Guyana, demonstrates a weak or non-existent sustainability plan. Table 12 represents progress in the area of Health along the Secretariat's Impact Pathway.

Education

The Secretariat's engagement in Guyana on its mainstream education programme on a long-term basis could not be established. There was no information on previous engagement. However, reconnection was established in 2018. The Secretariat participated in the 34th Meeting of the Council for Human and Social Development – Human Resource Development (HRD), which took place in Georgetown, Guyana, on 2–4 May 2018. The meeting was held under the theme, Positioning HRD as Central to Caribbean Resilience and Development. The Secretariat delivered on 'Innovations in Teacher Education' under the Agenda 'Consideration of Options for Addressing Teaching Innovations and Education Leadership'.

Table 12. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	<i>NCD legislative drafting in Guyana supported by the CFTC expert</i>	<i>Stakeholders engaged on NCD legislation drafted</i>	<i>Drafted NCD legislation approved for implementation Budgets allocated for implementation</i>	<i>Legislation implemented Improvement in national NCD status</i>
Progress rating				

The presentation addressed Supporting Learning, Education Leadership and Youth Development, as well as proposed ways to support the advancement of education and learning (including teacher education and professional development) in CARICOM and areas of co-operation in support to the CARICOM HRD 2030 Strategy. The Secretariat proposed to support CARICOM in the review of regional standards for teaching. Currently, the Secretariat participates in CARICOM's Technical Working Group on professional standards, and it has recently been invited to participate in the CARICOM Secretariat's reconstituted HRD Cluster.

The Secretariat used the forum to disseminate its toolkits, particularly its Curriculum Framework for the SDGs. The main education-related programme implemented was the Faith in the Commonwealth programme, which targeted Guyana.

Faith in the Commonwealth

Guyana has participated in the Faith in the Commonwealth training of trainers programme. This programme, recognising the increasing interconnections and complexities of a globalised world, concerns for peace and security and the global threat of radicalisation and violent extremism, has introduced training for young people in the Commonwealth. Through the introduction of formal modules and peer-based education targeting youth, it contributes to a wider multi-sectoral approach to building tolerant and inclusive societies. It focuses on practical application of Global Citizenship Education (GCED), a fixture within SDG 4, specifically target 4.7, and core values and principles outlined in the Commonwealth Charter, including a focus on inter-faith and inter-cultural literacy and respect of different worldviews and beliefs.

Six young people from Guyana participated in the training of trainers programme held in Port of Spain, Trinidad and Tobago (28 February–2 March 2018). The training drew young people from the Caribbean to improve understanding and respect for diversity and increase social cohesion among youth in the Commonwealth. It focused on youth engagement in GCED through formal and non-formal learning for capacity-building, and empowerment was meant to empower young people to promote grassroots efforts to advance the values of mutual respect, pluralism and inter-faith and inter-cultural understanding. The programme supports the development of knowledge and understanding, skills,

values and attitudes that embed global citizenship within the lives of those engaged, and promote wider community dialogue and social change.

Relevance

The consolidated training workshop report demonstrates that the programme is relevant to the target group. The approach used is preventative and very engaging, allowing participants to draw out differences and ways to address them. The report notes that:

'Participants acknowledged the benefit of the youth-centred approach to the workshop delivery and the practical nature of the workshops. Participants responded well to the workshop format and its combination of a clear theoretical underpinning (the learning journey), combined with practical facilitation skills and project management activities.'¹³

A focus group discussion was held with five out of the six participants, who reflected on their participation and the relevance and the contribution of the training and the programme as a whole. Participants from Guyana commended the training programme, highlighting how their perspectives on diversity had been expanded and their connectivity and interdependence locally and globally broadened.

Efficiency

Programme co-ordination and implementation overall was good; however, Guyana's participation was considered after that of Trinidad and Tobago and Jamaica. The total number of participants in relation to other member countries was minimal. There was no formal engagement with national institutions on their participation in order to maximise their input and ensure an effective support system would be in place on the return of the trainees. No formal networking mechanism was put in place, although participants established a WhatsApp group on which they now communicate. More thought would have ensured more effective participation of Guyana.

Monitoring mechanisms were established to follow up on participants post-training as part of the broader programme. However, it was not clear at the time of the evaluation whether the programme would continue.

13 Faith in the Commonwealth Evaluation Report to Muslim Aid, February 2019.

Effectiveness

According to progress data, overall, following delivery of the Faith in the Commonwealth programme in the targeted member countries (Bangladesh, Cameroon, Guyana, Jamaica, Kenya, Trinidad and Tobago and Uganda), within four months of each workshop the participants had delivered 501 community project activities, reached a total of 20,298 community members through project activities and involved 8,788 women and 6,039 men in their activities.

Based on comparative data from six target member countries, as shown in Figure 10, the number of participants from Guyana was significantly lower than that from other member countries. The evaluation noted that Guyana was not among the original target countries, but, since the training was already taking place in Trinidad, it made sense to draw participants from Guyana also. The last minute approach to including Guyana had implications for the selection process and the level of government involvement. Programme impact is expected to have been greater in countries with a broader reach. Nevertheless, half of the participants (three of the six) have submitted on-going projects for funding from the Secretariat – an average proportion compared with the other member countries. The evaluation confirmed that proposals had been submitted and were being reviewed by the Secretariat.

Four out of the six participants were actively delivering youth-led activities, integrating the GCED model in delivery. In particular, they had found the

participatory methodologies for engaging with young people, supported by a manual and resource materials provided by the Secretariat, very helpful in conducting their youth-led activities. Three of the participants expressed confidence in leading activities. Although funding would enhance the reach of their activities, the participants noted that they were not limited by lack of finance. They recognised that skills were more important than funding and they were confidently utilising these to reach out to young people on a voluntary basis.

Sustainability

Overall, the Faith in the Commonwealth programme is funded through Extra Budgetary Resources and therefore is not fully integrated in the Secretariat's Strategic Plan and priorities. It is driven by the availability of funds as opposed to being initially designed, with resources sought, as a priority area of the Secretariat. The capacity-building, which is the programme's core delivery model, was implemented as a one-off with no clear long-term plan for sustained engagement. A follow-up mechanism has been established but it is not clear how this will be integrated into the mainstream organisational programmes for M&E when the project closes.

On Guyana's participation in the training, there was evidence that, following it, initiatives designed by participants had been integrated in their existing institutions. This ensures that these initiatives are not standalone but part of the host organisation. A number of them are already being implemented with no extra resources at all, and dependent solely

Figure 10. Social action projects in target member countries

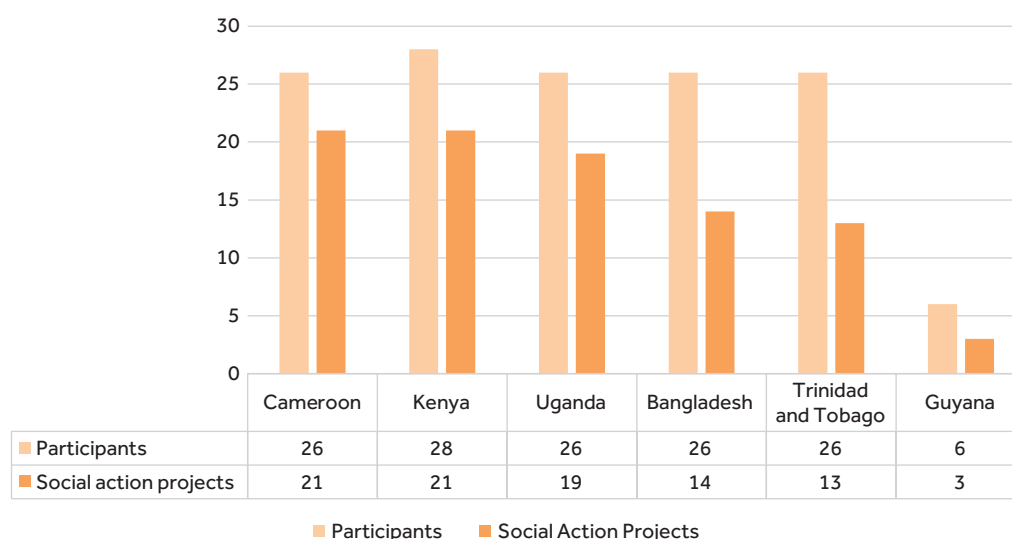


Table 13. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	<i>Training of trainers on GCED conducted</i>	<i>Improved understanding and respect for diversity and promotion of social cohesion and inter-/cross-cultural understanding among youth in target countries of Commonwealth</i>	<i>At least one social action project initiated by each of the participants of the programme</i>	<i>Strengthened mechanisms of civil paths to peace in member countries to counter violent extremism</i>
Progress rating				

on the time, capacity and skills of the trainers. The Guyana team is connected and aware of each other's initiatives. The evaluation provided an opportunity for a formal review and engagement that supported the participants to reflect and engage on their work and connect with each other.

It is important to note that the selection of participants was not institution-based but facilitated by the Commonwealth Youth Peace Ambassadors Network. Guyana was not aware of the capacity developed in country, as there was no link with the national youth ministry, GYNC or

the Ministry of Education. Except for their own host institutions, which also were not consulted for their participation, participants have not been linked to any national support mechanism to ensure sustainability. However, three of the participants have submitted their proposals for funding and there is a promise of funding for the winning proposal. In other countries, host governments have nominated two youth mentors for their participants. Table 13 represents Progress in the area of Education along the Secretariat's Impact Pathway.

Conclusion

The Social Development pillar has seen the fewest activities in Guyana, with 1 per cent budget utilisation. Programme co-ordination with Guyana was seen to be lacking overall in both Health and Education (Faith in the Commonwealth).

Challenge(s)	<ul style="list-style-type: none"> • There is a lack of engagement between the Secretariat and Guyana as one of the beneficiary countries for the regionally based technical assistance on NCD, a challenge that has been seen in the past with other regional technical assistance, limiting access to such assistance in country. • Relevant institutions in Guyana had no knowledge of individual young people having participated in the regional capacity-building programme Faith in the Commonwealth, thus there was no support or accountability for participants and no clear direction once the project ended. Participants from Guyana received valuable skills but were left in a vacuum without support, mentorship or accountability.
Lessons learnt	<ul style="list-style-type: none"> • Host countries for regionally based technical assistance do not necessarily benefit the most from the technical assistance if there is no proactive engagement between the Secretariat, the host institution and the potential beneficiary institution. • Regional capacity-building events are very useful, particularly if they are anchored in national institutions and mentorship or leadership arrangements are in place to ensure the country continues to benefit from skills gained.
Recommendation(s)	<ul style="list-style-type: none"> • The Secretariat's Health Team needs to engage directly with Guyana to provide awareness of the technical assistance that is resident at CARICOM for its benefit as a member country. • Guyana's participants of the Faith in the Commonwealth programme need to be linked to a regional network of other participants, and also formally to their national institutions for accountability and support. • M&E of the completed Faith in the Commonwealth programme needs to be formally handed over to an M&E team to continue oversight and reporting on progress.

2.4 Youth

Youth Are More Integrated and Valued in Political and Development Processes

Context

Guyana hosted the CYP Caribbean Centre in Georgetown, one of four Centres established to serve the member countries of the Commonwealth, until its closure in 2014. The University of Guyana, hosted the Youth Diploma programme, a flagship of the programme. The Secretariat worked with the Ministry of Youth in the development of its National Youth Policy. Guyana was also one of the countries that piloted the Secretariat's youth policy frameworks – YMAT and PEACE.

The Secretariat supported establishment of the Guyana National Youth Council (GNYC). One of the key achievements of this was the notable campaign Vote Like a Boss during the 2015 elections.

Although this review is concerned mainly with the last five years, because this is the first ever in-country evaluation conducted in Guyana it may be helpful to note historical context. During the CYP period (1990–2012), and the establishment of the regional youth centre in Guyana, COMSEC was lauded for the role it played in ensuring that not just Guyanese youth but also youth around the Caribbean (from Grenada, Barbados, etc.) were trained and empowered with entrepreneurial skills, life skills and other professional skills and knowledge, which could be seen as success stories.

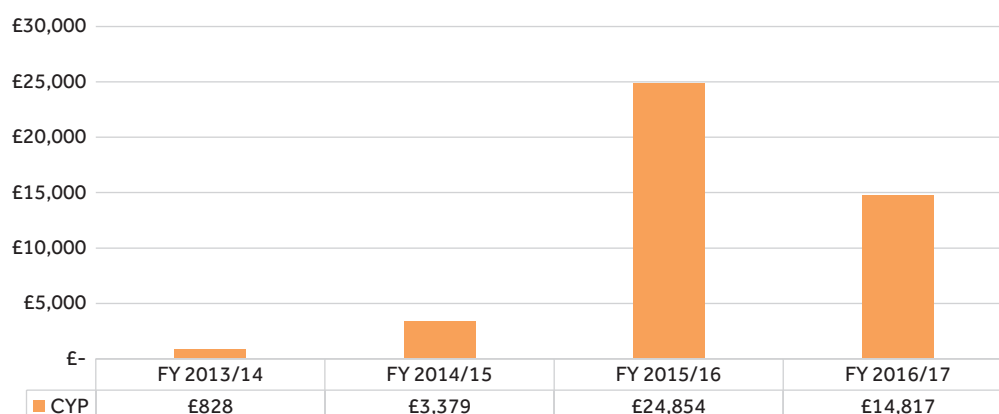
Figure 11. Youth direct programme expenditure 2013/14-2016/17

Table 14 summarises Commonwealth Secretariat engagement in the area of Youth to Guyana. Figure 11 shows the expenditure across the Youth pillar over the four-year strategic period.

Relevance

The success of the Caribbean regional youth centre anchored the relevance of the youth engagement. All programmes reviewed were implemented at the time when the regional centre was still operational. Its closure seems to have diminished the Secretariat's visibility, and there is now no forward-looking programme reflecting on the relevance of the Secretariat in the youth space in Guyana. One key stakeholder noted that, in earlier years:

'CYP took its innovative programmes throughout Guyana and is still remembered for that period. CYP impacted youths and those who worked with youths in a way that no other organisation did. They set and drove the agenda for youth development in Guyana by doing and reaching people across class barriers.'

However, in later years, the respondent highlighted:

'The Caribbean Centre did not focus a lot on Guyana during the past eight years except for a small elite group of young people, mainly from the University of Guyana student movement who subsequently formed GNYC. The Youth Department itself never understood youth development and CYP did not do enough to help in that. The focus was on travelling around the region doing two-day workshops for two programme areas'.

Table 14. Commonwealth Secretariat support in Youth

Youth

- Guyana hosted the CYP Caribbean Centre in Georgetown until its closure in 2014.
- The Secretariat supported Guyana in the development of its National Youth Policy.
- Guyana hosted the Youth and Security Summit, organised under the CVE programme.
- The Secretariat supported Guyana in the establishment of GNYC.
- Guyana's Youth Leader was winner of the Commonwealth Youth Awards, Caribbean and the Americas region (Wednesday 15 March 2017).

The youth space in Guyana, while recognising the gap that the CYP centre has left, has since been operating with limited connection to and engagement from the Secretariat. There is no clear understanding of Guyana in the Secretariat's programme and no communication mechanism in place. It appears that the new model adopted by CYP since closure of the centres has not yet been rooted in Guyana.

Efficiency

Officials at the Ministry of Social Cohesion held the view that the Youth Department was not getting value for the subvention paid to the Secretariat. They believed that the Secretariat should host more initiatives in Guyana as well as involving Guyana in

youth development activities. The notion of the regional model was believed to be one that could be emulated and utilised more often to facilitate inclusion.

Lack of knowledge of Secretariat training was expressed, as well as a recurring issue of lack of a centralised mechanism for communication and co-ordination, as already noted in other aspects of the Secretariat's programme delivery in Guyana. There seems to have been limited interaction between the Secretariat and the Youth Department in Guyana. Engagement was stronger when the Secretariat had a presence in Guyana and the Youth Department was a focal point for consultations on national youth engagement.

Effectiveness

National Youth Policy

The Secretariat supported Guyana in the development of the National Youth Policy in 2015. The formulation of this was a key achievement. The draft Policy was passed in Parliament but at the time of the evaluation was still awaiting presidential signature and was thus not yet in action. A brief analysis of the Policy, alongside interviews with key stakeholders, suggested that it lacked depth and did not align with the SDGs or the policies of the various sectors of Guyana. For example, the objectives are broad and do not specify concrete measures on how to achieve them.

There is also no clear mention of the institution with the responsibility for each area of interest, and no guidelines on regulating government action or garnering resources. Essentially, the policy provides listings of priorities and projections but vague detail on how these will be accomplished. This further suggests that it was compiled without strong consideration or review of the SDGs or the policies governing each sector, and it is possible that it is this that has stymied the president's agreement. Guyana needs an inter-ministerial forum where ministers can meet with youths and discuss progress and challenges surrounding the implementation of plans.

One stakeholder noted that non-alignment had occurred because consultation in the policy development phase was conducted prior to development of the SDGs. A policy action plan was drafted later to address this non-alignment issue.

Young people in Guyana seem not to be as empowered as they would like to be. A number of factors, including their age, inexperience in the

workforce and limited political will, affect their progress. The president's failure to sign the National Youth Policy has helped silence the voice of youth on areas of importance to their development.

The Ministry of Youth highlighted that, even though it had not yet been adopted, the Policy was being used to guide its work plan and development of its strategic plan. The evaluation team suggests that an assessment of the impact of the portions of the Policy used to guide work plan development could provide needs assessment information as inputs into next steps and revision of the Policy.

Gaps identified during the evaluation included lack of effective engagement of young people, particularly those in remote areas, in development of the Policy. The evaluation suggests the use of GNYC members to collect data and engage in basic analysis.

Nevertheless, the media in August 2019 quoted the social cohesion minister as saying that:

'In order to capitalise on the benefits and growth of the country, government has taken the National Youth Policy back to Cabinet to make adjustments for the oil and gas sector. While work on the policy continues, the Department of Youth and GNYC have collaborated to finalise the National Strategic Youth Development Action Plan 2019–2024.'

Youth Work Professionalisation

According to the former officials in charge of the CYP Caribbean Centre, COMSEC presence in Guyana was phenomenal. Closure of the centre was noted as having had a detrimental impact on the visibility of the Secretariat as a whole in Guyana and the region. Two main programmes, among others, initiated by CYP, were the certificate in youth work (grounded in social work) and the diploma in youth work (grounded in youth development work). This saw many students from other CARICOM countries (Barbados, Dominica, Grenada, Jamaica, Saint Lucia) and participants from as far away as India coming to Guyana, and was commended for 'creating a Caribbean bond'.

In 2012, subsequent to consultations on standardisations to articulate higher learning in youth development, the University of the West Indies launched a virtual degree in youth development work, which was endorsed by CARICOM as a regional product. The Secretariat is considering modifying this so it can be offered at different universities. Within 2014–2018, the

University of Guyana held several consultations, and the Academic Planning and Policy committee recently approved the degree in youth development work to be offered in January of 2019. In addition, several scholarships are offered through the public service ministries to students to pursue varying areas of studies outside of Guyana.

CYP also made vital contributions to entrepreneurial training, which helped many young people start up small businesses within the region. It also

introduced the Youth Ambassador Programme and Commonwealth Youth for Positive Living, which dealt with how to engage people living with HIV; however, this remained a pilot.

CYP has been commended for developing the leadership capabilities of young people around the Commonwealth. In Guyana, several candidates have benefited from exposure and trainings arranged by the Secretariat, through its regional centres and globally.

Ms Tricia Teekah

Ms Tricia Teekah is one of CYP's success stories. Her career was shaped by CYP when she worked at the Caribbean Centre in 2012/13 and received several trainings and opportunities to participate at Commonwealth forums, both regionally and internationally. Some of her achievements include:

- Engaged in national consultations on development of the National Youth Policy;
- Participated on the Youth Committee that supported the consultant engaged in development of the National Youth Policy;
- Selected as Interim Regional Student Representative for the Caribbean;
- Member of the Commonwealth Students Association (CSA), attended the Caribbean Regional Students' Association and was elected on the Steering Committee;
- Member of GNYC (one of the six members who started it);
- Part of the team that initiated and spearheaded the Vote Like a Boss Campaign in 2015 and local government elections in 2016. Conducted regional consultations with young people and sensitised them on their role and contributions in elections;
- Interim Chair of GYNC (2016).

As part of enhancing youth empowerment, engagement, inclusion and participation at all levels among young Guyanese, Teekah was winner of the Commonwealth Youth Awards for the Caribbean and the Americas region (Wednesday 15 March 2017). She was among 17 finalists chosen from over 210 applicants from 30 countries in the Commonwealth. Teekah, as leader of the Vote Like a Boss campaign launched in 2015, received a certificate and a trophy, along with £3000 to continue her initiative.

'Thank you to the Commonwealth and especially to the youth division, all of our mentors and guiders, everyone who contributed to this campaign to make it a success,' were the words of the young woman when she received her award at Marlborough House in London. She also said the campaign had been successful in changing the perception that young people were not interested in the political participation and the voting process.¹⁴

National Students Organisation

The Commonwealth Students Association (CSA) facilitated the formation of the Caribbean Regional

Students Association and the Guyana National Students Organisation. CSA, launched in 2012 at the 18th Conference of Commonwealth Education Ministers in Mauritius, unifies and represents the needs and aspirations of national student councils and other student organisations in the Commonwealth. Its main aims are:

¹⁴ <https://newsroom.gy/2017/03/15/leader-of-vote-like-a-boss-campaign-awarded-caribbean-commonwealth-youth-person-of-the-year/>

'To promote unity among student organisations in Commonwealth countries; to protect the rights of Commonwealth students and to contribute actively to the development of student movements; and to create an environment for student unions and student movements to build their respective and collective capacities, to freely express and advocate.'¹⁵

CSA, supported by the Youth Section of the Commonwealth Secretariat, is led by a Steering Committee, which is chaired by Joshua Griffith of Guyana. The Guyana National Students Organisation Steering Committee was formed in January 2019. According to CSA:

'The body is the first of its kind in Guyana that will be solely focusing on students and the commencement process for a National Students' Organisation (Guyana). The Steering Committee comprises a group of students from across the tertiary educational institutions in Guyana, public and private; as such, they bring a wide array of knowledge and skills to the future formation of the Organisation through the International Commonwealth Students' Youth Network.'¹⁶

At the time of evaluation, it was evident that the new organisation was actively advocating for student issues in Guyana. For example, in January 2019, 'The Guyana National Student's Organisation Statement Condemning Violence in Schools' was issued.

Guyana National Youth Council

The Commonwealth Youth Council (CYC) is the official representative voice of the more than 1.2 billion young people in the Commonwealth. While CYC operates at a Pan-Commonwealth level, National Youth Councils operates at the national level. Ideally, the operations of CYC should be linked to these latter.

With technical support from the Secretariat, GNYC was established:

'The council came into being in 2014 due to cognisance that there was a gap in youth representation in Guyana. Later, it functioned to promote active citizenship among youth. And while there are a plethora of youth organisations across Guyana, there is no umbrella organisation which amalgamates the common interest of developing youth and that also led to the creation of the GNYC.'¹⁷

Despite the slow start of GNYC, by the time of the evaluation there was evidence of enthusiasm and clarity on the plan of action for its institutionalisation. More progress has been noted since the evaluation, as noted in a recent article:

'The possibility of establishing subsidiaries of GNYC in each of the 10 Administrative Regions is currently being examined by the Honourable Minister of Social Cohesion, Dr George Norton, in partnership with GNYC.'¹⁸

One of the achievements of GNYC initiatives is the notable Vote Like a Boss campaign during the 2015 elections.

15 <https://thecommonwealth.org/commonwealth-students-association>

16 <https://guyanatimesgy.com/organisation-formed-to-advocate-for-better-education-policies/>

17 <http://guyanachronicle.com/2018/09/21/work-begins-to-jump-start-youth-council>

18 <https://dpi.gov.gy/min-norton-engages-gnyc-on-establishment-of-regional-youth-bodies/>

Vote Like a Boss campaign

Guyana's young leaders, a number of whom are CYP alumni or former members of the CYC, spearheaded the Vote Like a Boss campaign. This encouraged youths to vote without fear or favour for a political party of their choice based on issues rather than racial allegiance, as is customary among the electorate of the two main races (Indo and Afro Guyanese) affiliated to the two main political parties.

One of the leaders of GNYC noted that:

'It is clear that Vote Like a Boss has caught on tremendously, and means something different to various persons but essentially... we all as Guyanese exercised our franchise and voted.'¹⁹

CYC as well as the Commonwealth Youth, Human Rights and Democracy Networks are rolling out the successful model. Countries that have launched the campaign include:

Kenya: CYC, in collaboration with the Commonwealth Youth Peace Ambassadors Network and Kenya United Nations Educational, Scientific and Cultural Organization Youth Forum, launched the VOTE LIKE A BOSS Campaign featuring the Ministry of Public Service, Youth and Gender Affairs, the National Youth Council and youth leaders.²⁰

Belize: The CARICOM Youth Ambassadors and the National Youth Council of Belize, having recognised the valuable role of youth in Belize and efforts for active youth participation in civic engagement, have launched a Vote Like a Boss campaign.²¹

Table 15. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	<p>Technical support provided in the drafting of the National Youth Policy</p> <p>Capacity-building programmes for youth delivered</p> <p>Support provided for establishment of GNYC</p>	<p>Stakeholder consultations conducted on the drafted National Youth Policy</p> <p>Young people trained engaged in delivery of youth programmes</p> <p>GNYC established and operational</p>	<p>National Youth Policy approved and implementation plan developed</p> <p>GNYC leading national youth engagements</p>	<p>National Youth Policy implemented</p> <p>Youth empowered to meaningfully participate in development and democracy programmes</p>
Progress rating				

Sustainability

Closure of the Caribbean Youth Centre had a significant impact on the sustainability of the youth programmes in the country. The centre was the hub for Commonwealth youth programmes, which meant that not much was considered in the form

of sustainability outside of it. It anchored youth capacity-building and engagement, and this gap has not yet been successfully bridged. Evidence from the evaluation shows that no handover was conducted after the closure of the centre. The Ministry of Youth in Guyana, which had intensive engagement and interaction with the centre, does not have any institutional memory of the programme and how it should be taken forward for Guyana.

Table 15 represents progress in the area of Youth along the Secretariat's Impact Pathway.

19 <https://www.stabroeknews.com/2015/news/guyana/05/16/vote-like-a-boss-campaign-a-success-youth-council/>

20 <http://commonwealthyouthcouncil.com/vote-like-a-boss-campaign/>

21 <https://www.breakingbelizenews.com/2018/01/24/vote-like-a-boss-campaign-launched/>

Contribution of Commonwealth organisations

The *Commonwealth Parliamentary Association* is very active in Guyana. In March 2018, CPA and Guyana hosted the Ninth Commonwealth Youth Parliament. Although a youth parliament became a feature of Parliament in around 2009, it was CPA that had officially co-ordinated and hosted the first-ever recognised youth parliament in Guyana, to commemorate Commonwealth Day on Monday 9 March 2015, under the theme: 'A Young Commonwealth.' The Youth Parliament is now a yearly feature of the Assembly, and youth have been making strides in the country through consultations, advocacy and campaigns.

The *Commonwealth of Learning (COL)* collaborated with the Secretariat on the Youth Diploma Programme. In addition, COL developed the higher learning level, through two post-graduate programme: a Masters in Public

Administration and a Masters in Business Administration, offered by the University of Guyana, the country's main tertiary institution. Officials at the university indicated that COL had also been instrumental in advising on the way forward in correcting flawed distance and online learning for one of its subsidiary institutions. To this end, the university is moving towards adapting and aligning its online programmes. Another contribution is the university's use of COL's tracer studies as its open education resource tool to assess the two above post-graduate programmes and also to track graduates within the labour force. Two other web programs have been implemented, along with use of a server apparatus called APTUS, to deliver distance learning. COL also co-ordinates meetings with other vice-chancellors, academic boards and teleconferencing events and was integrally involved in the study of boys' under-achievement within Guyana and the region.

Conclusion

The new operational model of CYP is not yet fully embedded in Guyana following closure of the Caribbean Youth Centre. There has been limited holistic engagement with the Secretariat overall on youth development to move forward the youth agenda, and the relevance of the Secretariat's youth work was questioned in relation to Guyana's contribution.

Challenge(s)	<ul style="list-style-type: none"> • Visibility of CYP has been limited or non-existent following closure of the regional centre. • Lack of an approved national youth policy to guide programming delivery is a challenge to sustained delivery. • There is a view that capacity-building is targeted to the elite youth in Guyana and should be expanded to all. • There is duplication of work between the Commonwealth Youth Councils and GNYC.
Lessons learnt	<ul style="list-style-type: none"> • Strong youth leadership developed with the support of the Secretariat needs to be trusted to lead and facilitate national youth engagement. Commonwealth Youth Networks should operate within the main framework of GNYC, complementing and not duplicating its programmes.
Recommendation(s)	<ul style="list-style-type: none"> • Increase youth participation in Secretariat programmes so there is more connection with the Commonwealth. • The new youth programming approach needs to be effectively communicated and a model for delivery agreed by the primary youth institutions in Guyana.

2.5 Economic Development

More Inclusive Economic Growth and Sustainable Development

Context

The Commonwealth Secretariat has assisted Guyana to manage oil revenues, increase trade and better manage external debt.

Guyana is forecast to be one of the world's three largest producers of oil per capita over the medium term and to receive billions of dollars of petroleum revenues. The Secretariat was the lead adviser to Government on the Natural Resource Fund Act, which established a Sovereign Wealth Fund (SWF) to manage these revenues. The Secretariat is also working with Government to create the institutions, policies and legislation required to manage the US\$300 billion petroleum industry. With the presence of CARICOM, Guyana has been central on issues of trade in the Caribbean, including hosting regional events. A regional trade adviser (RTA) was placed at CARICOM while a national trade

adviser (NTA) was placed within MFA, Department of Foreign Trade, to support trade negotiations and regional integration. On debt management, Guyana has been utilising the Secretariat's debt management software and has benefited from capacity-building to support utilisation. Focus has been on strengthening the governance of public debt management overall with support to the legislative framework.

Table 16 summarises Commonwealth Secretariat engagement in the area of Economic Development to Guyana. Figure 12 shows the expenditure across the Economic Development pillar over the four-year strategic period.

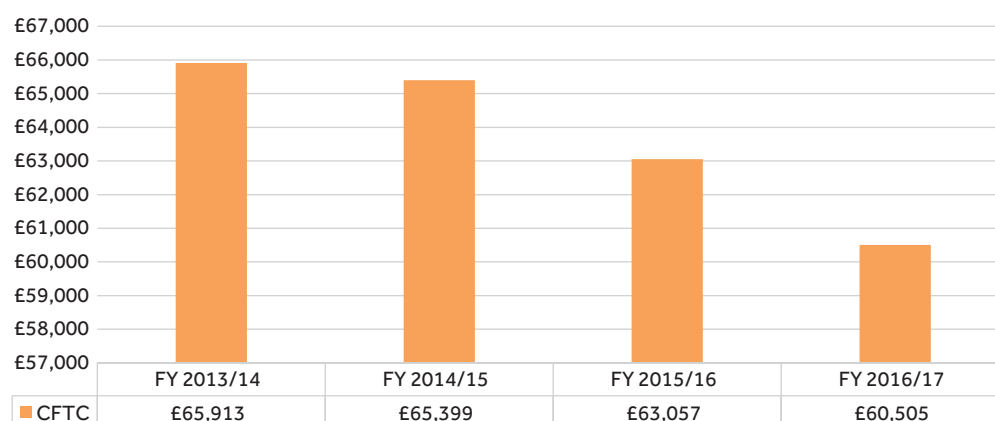
2.5.1 Trade

Guyana over the years benefited from the Hub and Spokes programme. This initiative is an innovative Aid for Trade (AFT) initiative that helps enhance trade capacity in the Africa, Caribbean and Pacific (ACP) group of states. It is a joint programme of the EU, the Secretariat, the ACP Group Secretariat and the Organisation Internationale de la Francophonie

Table 16. Commonwealth Secretariat support in Economic Development

Economic Development
<ul style="list-style-type: none"> • <i>Technical assistance provided in September 2016 through Commonwealth Secretariat Debt Recording and Management System training.</i> • <i>The NTA on the Hub and Spokes programme was placed in Guyana in July 2012–April 2019 to support trade capacity development, trade policy development and trade negotiations and to facilitate information-sharing and knowledge exchange.</i> • <i>The RTA on Hub and Spokes was based in CARICOM in Guyana, supporting CARICOM member countries including Guyana on trade negotiation and trade facilitation,</i> • <i>Guyana hosted the Commonwealth/CARICOM/Organisation Internationale de la Francophonie Consultations on Multilateral, Regional and Emerging Trade issues in the Caribbean in October 2018.</i> • <i>Technical assistance was provided to the Guyana Public Debt Legal Framework.</i> • <i>A review of the Guyana Public Debt Management Act 2017 was conducted.</i> • <i>Ministry of Finance and Bank of Guyana staff were trained on debt management systems as well as on public debt management (e-learning).</i> • <i>Technical support was provided in the establishment of the Natural Resource Fund.</i> • <i>Technical support was provided in drafting the Natural Resource Fund Bill.</i> • <i>Technical support was provided in drafting the Petroleum Policy.</i> • <i>Technical support was provided in drafting the Petroleum Commission Bill.</i> • <i>Technical support was provided in the amendment of the Petroleum Act and Regulations.</i> • <i>Technical support was provided in the production of the Petroleum Taxation Report, Model and Bill.</i>

Figure 12. Economic Development direct programme expenditure 2013/14-2016/17



(OIF). Under the programme, national trade advisers (NTAs) – the ‘spokes’ – strengthen and enhance the capacity of government ministries, while regional trade advisers (RTAs) – the ‘hubs’ – provide assistance to major regional organisations. An NTA was placed in Guyana within MFA Department of Foreign Trade from July 2012 to April 2019. An RTA was placed in the CARICOM Secretariat from July 2015 to April 2019 to support all CARICOM Member States including Guyana.

Effectiveness

The NTA and RTA were jointly responsible for delivering towards the following results: key ACP stakeholders trained on trade policy issues/ Diagnostic Studies and/or needs assessment; effective trade policy drafted and relevant international agreements successfully negotiated and implemented; national and regional trade consultative networks established and strengthened; collaboration with donor parties strengthened to maximise benefits of AFT initiatives; and intra-ACP communications on trade development promoted.

Some of the contributions to the Guyana’s trade agenda included:

- Prepared briefs relating to Guyana’s multilateral, regional and bilateral obligations and commitments especially under the WTO and the CARICOM integration agenda thorough the CARICOM Single Market & Economy and the CARIFORUM–EU Economic Partnership Agreement (EPA), among other agreements;
- Supported the CARIFORUM–UK EPA negotiations;
- Supported the negotiation of the Intra-CARIFORUM Agreement for the Protection of Geographical Indications and the Agreement on the Protection of Geographical Indications between CARIFORUM and the EU;
- Assisted in the drafting of the Guyana Anti-Dumping and Countervailing Duties Act and Implementing Regulations;
- Supported in the negotiation and drafting of the Cooperation and Investment Facilitation Agreement between Guyana and Brazil that was signed by both countries and ratified by Guyana;
- Worked and advised on issues related to the CARICOM integration agenda, especially free movement of goods and services within the region;
- Contributed towards the development of the *Trade Magazine*, launched during that period;
- Facilitated at a workshop focusing on Guyana’s existing trade and investment agreements and how private sector stakeholders could take advantage of preferential provisions in these agreements;
- Conducted analysis of import and export trade between Guyana and countries including Argentina, Brazil, Chile, Mexico, India, South Africa and the USA with a view to advising on the diversification of Guyana’s exports and trade markets.

The evaluation found the absorption capacity of training programmes to be limited owing to the under-resourced nature of trade institutions. Given the small number of public officers in the

Department of Foreign Trade, some important training opportunities, especially those the WTO offers, may at times be taken up, even when the programmes are fully funded.

The evaluation also noted several areas where input from NTA/RTA had added value but there was still very limited capacity to move forward. These include trade in services and intellectual property rights. The NTA highlighted that:

'The services sector has not effectively taken advantage of the opportunities that would otherwise be available to the sector within the regional agencies like the Caribbean Export Development Agency (CaribExport). Efforts to build the trade in services coalition continue and remain work in progress.'

A key challenge highlighted was limited private sector engagement. NTA progress reports submitted reveal that:

'The participation of the private sector stakeholders in the government – industry trade consultations remain low. Consequently, the private sector is not readily embracing the opportunities created by government under the various trade agreements that the country has signed.'

Implementation of the bilateral CARIFORUM–EU EPA remains slow. This is related to Guyana's compliance with provisions dealing with intellectual property rights and, in particular, the compatibility of Guyana's geographical indications legislation with the relevant EPA provisions and the identification of prospective geographical indications from Guyana that could be protected in the EU. To date, Guyana has been implementing its EPA tariff liberalisation schedule in accordance with the commitments under that agreement; it is in the process of crafting relevant legislation to implement the EPA provisions related to trade in services by EU service providers.

Progress has been made in the implementation of the WTO Trade Facilitation Agreement (TFA). Progress reports reviewed confirm that Guyana has made its Category A notifications and tentative Category B and C notifications, and it is expected to give definitive notifications for these categories in due course. Guyana has long since ratified the TFA. The Trade Facilitation Committee has reviewed implementation, noting progress and a commitment to endeavouring to remain vigilant in complying with the TFA.

On international trade, the Commonwealth/ CARICOM/OIF Regional Consultation on Multilateral, Regional and Emerging Trade Issues for the Caribbean was held on 30–31 October 2018 in Georgetown, Guyana. This saw participation from permanent secretaries, senior government officials, Geneva-based ambassadors and trade policy experts from the Caribbean region. The 2018 Commonwealth Trade Review, launched at CHOGM in April 2018, was presented. This examined ways to deepen the 'Commonwealth advantage' by harnessing new technologies and strengthening trade governance. Issues raised included:

- The services sector and services exports are important for Caribbean members. It was recommended that countries strengthen their capacity to provide services, including improved market intelligence and disaggregated services data to better assess export opportunities and inform trade policies and strategies.
- Goods and services trade are increasingly integrated. A request was made to the Secretariat to undertake further analytical work as this pertains to the Caribbean, including a possible workshop in the future.
- The contribution of regional integration is important but a number of challenges exist with regard to deeper economic integration in the Caribbean, including non-tariff barriers, underdeveloped transportation networks, lack of common standards and regulation, including sanitary and phytosanitary measures, barriers to market entry, lack of free movement and uneven application of the CARICOM Common External Tariff.

Table 17 represents progress in the area of Trade along the Secretariat's Impact Pathway.

2.5.2 Debt Management

Debt management legal framework

The Secretariat provided technical assistance at the request of the Government of Guyana, to assist in the improvement of the legal framework to govern public debt management. A comprehensive review of existing legal frameworks governing public debt management in Guyana was conducted by a team of debt management experts and legislative drafters, and covered

Table 17. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	<i>Technical support provided on regional trade integration</i> <i>Technical support provided in building national trade capacity</i> <i>Technical support provided in drafting trade-related legislation</i>	<i>Guyana effectively participates in regional integration</i> <i>Legislation drafted and stakeholders engaged</i>	<i>International and regional agreements negotiated and reached</i> <i>Legislation approved and passed by Parliament</i>	<i>International agreements signed</i> <i>Domestication and implementation of WTO agreements</i> <i>Domestication and implementation of EU-CARIFORUM EPAs</i>
Progress rating				

provisions in the Constitution of Guyana supported by the External Loans Act of 1974 (Cap. 74:08), the General Local Loan Act of 1941 (Cap. 74:04), the Guarantee of Loans (Public Corporations and Companies) Act of 1974 (Cap. 77:01), the Fiscal

Management and Accountability Act of 2003 and the Bank of Guyana Act of 1998. A legal framework to govern public debt management in Guyana was developed. A summary of recommendations is as follows:

- *With the assistance of the Secretariat, draft a single law, a Public Debt Management Act (PDMA), that consolidates all current debt management law, sets out clear purposes and objectives for the management of public debt, mandates the preparation of a public debt management strategy, prescribes the framework within which decision-making would be made on the management of public debt and establishes accountability and reporting requirements.*
- *Enhance the new PDMA with new clauses to future proof legislation.*
- *Define the direction of debt management in Guyana through the creation, implementation and reporting of a debt management objective and annual strategy, including targets or intentions.*
- *Stipulate a Public Debt Management Committee in the PDMA as an advisory body to the minister responsible for finance.*
- *Seek assistance to develop and implement best practice institutional arrangements with relation to debt management functions.*
- *Seek assistance to develop the domestic debt market.²²*

The advisers, in conjunction with the Office of Legal Affairs in Guyana, supported the drafting of the Public Debt Management Bill 2017 to provide for a modern, comprehensive and singular legislative framework in order to ensure better governance and a high-level strategic framework for public debt management in Guyana. Key areas were

strengthened in the draft through the addition of contingent liability provisions (in addition to government guarantees); clarification of the role of the director of debt management; expansion of provisions for modification to the annual borrowing plan; clarification of sinking fund requirements; expansion of the objectives of the Bill to explicitly

include the repayment of debt; limiting government lending to public entities, citizens of Guyana and foreign governments; and composition of the Advisory Committee.²²

At the time of evaluation, stakeholder consultations had been held on the draft Bill and the required amendments had been made; however, the Bill had not progressed as had been anticipated. The evaluation team was informed that Parliament was considering other priority bills, and this one was not yet among them. The Ministry of Finance, responsible for presenting the Bill for consideration, had another prioritised Bill on the SWF, also supported by the Secretariat. This was considered to be addressing more critical issues (see Section 2.5.3 Oceans and Natural Resource Management). Stakeholders hoped that, once the SWF Bill had passed, attention would turn to the Public Debt Management Bill.

Lesson learnt: Progress on legislation is dependent on political will. Gaining political will is dependent on government priorities at the time. Irrespective of the goodwill of the technical personnel, engagement by the political team and decision-makers is dependent on national priorities and not on how fast the Bill is placed before the decision-makers.

Debt management system

Further to the policy work on debt management provided by the Debt Management Unit to member countries, the Secretariat also assists countries to improve their debt management through the provision of the Commonwealth Secretariat Debt Recording and Management System (CS-DRMS).

Guyana is one of the first countries to have adopted and started using CS-DRMS. CS-DRMS was first installed in 1988, and Guyana used it extensively to restructure its debt under the Paris Club five times and also for its commitments under the Heavily Indebted Poor Countries (HIPC) and Enhanced HIPC Initiative. The systems are installed at the Ministry of Finance and also at the Bank of Guyana. The Ministry of Finance is the main contact point while the Bank of Guyana in collaboration with the Ministry uses CS-DRMS and the Securities Auction System (CS-SAS).

A short-term debt management expert was contracted to provide trainings and technical support on systems operations and to review progress as required within the Ministry of Finance Debt Management Unit. In 2016, the Government requested the contracting of an expert to train relevant officials in SC-DRMS 2000+ Version 2.0 to fully utilise new components of the system to achieve and maintain an optimal debt portfolio that achieved costs and risk objectives, while ensuring the country's financing needs were met. The consultant prepared training materials based on Guyana's debt portfolio, conducted trainings for government and Central Bank officials and also provided hands-on-the-job training on the system. Trainings conducted in Guyana included:

- Guyana External Debt Reconciliation and CS-DRMS Training, May–June 2012;
- CS-DRMS Domestic Debt Workshop, March 2014;
- CS-DRMS Advanced Training Workshop, September 2016.

Lesson learnt: Utilisation of the same debt management expert over the years gave continuity to the Secretariat's engagement and capacity support. The expert was able to review progress from the previous stage and provide an update to the Secretariat. The stakeholders built a rapport with the expert and can confidently engage and share their challenges.

The Ministry of Finance noted that the trainings received had been useful. The debt management e-trainings introduced later by the Secretariat were commended and have helped prepare staff to interface with the systems.

The Ministry of Finance Debt Management Unit uses CS-DRMS for debt recording, analysis and reporting. Information is provided to the Central Bank in electronic spreadsheets for further analysis.

Following an expression of interest to participate as one of the pilot countries for the Secretariat's new debt management software, MERIDIAN, Guyana is at the preparatory stage, which requires updating all information in readiness for the transition. It is expected that the new system will address all the current software challenges.

'I sincerely wish to thank the Commonwealth Secretariat for providing considerable resources to Guyana in helping to build and enhance

²² Commonwealth Secretariat, Technical Assistance – Legal Frameworks to Govern Public Debt Management Guyana, September 2016, p. 3.

Table 18. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	<p>Technical support provided on delivery of legal framework to govern public debt management</p> <p>Technical support provided in drafting the Public Debt Management Bill 2017</p> <p>Trainings conducted to improve skills in debt management and system utilisation</p>	<p>Stakeholders engaged on the draft legal framework for governing public debt management</p> <p>Public Debt Management Bill 2017 drafted and stakeholders engaged</p> <p>Improved systems utilisation by Ministry of Finance and Bank of Guyana</p>	<p>Legal framework for governance of public debt management approved</p> <p>Public Debt Management Bill 2017 passed in Parliament</p> <p>Improved recording, analysis and reporting of public debt</p>	Improved management of public debt
Progress rating				

the country's capacity in the area of debt management over the years. In particular, we are appreciative of the assistance given under the Secretariat's flagship software, Commonwealth Secretariat Debt Recording and Management (CS-DRMS), and recently the Technical Assistance in the area of the Legal Framework on Public Debt Management' (Minister of Finance, Guyana, 30 January 2018).

The Bank of Guyana benefited from the training programmes and is currently utilising the auction module of CS-DRMS. Challenges noted included that the module had not been capturing non-competitive bids (this was to be reviewed to assess whether it was an internal issue with the Bank or with the software); the report aspect of the system had not been utilised; and the research department did not use the analysis features of the software.

The evaluation noted that partnership between the Ministry of Finance and the Bank of Guyana could be improved for a more efficient flow of information. Stakeholders noted that timeliness in the delivery of outputs could be improved for both institutions and that clearly stated expectations of the role of each institution would be helpful, to help both institutions work towards efficiency and completeness of information. A formal memorandum of understanding was suggested. It was stressed, however, that work was already

being carried out to develop a plan to facilitate virtual submission and sharing of reports between the institutions.

Table 18 represents progress in the area of Debt Management along the Secretariat's Impact Pathway.

2.5.3 Oceans and Natural Resource Management

Overview of the oil industry

Since 2015, over 6 billion barrels of oil have been discovered in Guyana. Oil production is expected to commence in 2020 and the Liza phase 1 and phase 2 developments alone should result in the production of over US\$1.4 billion barrels of oil and billions of dollars of revenue to Government. Over the medium term, Guyana is likely to become one of the world's larger oil producers per capita.

Natural Resource Fund

The Government of Guyana requested that the Secretariat assist in the design and implementing of a Sovereign Wealth Fund. The SWF (called the Natural Resource Fund in Guyana) was implemented through a three-step process.

The first step involved assisting Government in drafting a Green Paper on the Natural Resource Fund. On 8 August 2018, Government issued this

Green Paper, 'Managing the Future Petroleum Revenues and Establishment of a Fiscal Rule and A Sovereign Wealth Fund', to present preliminary proposals to stimulate discussion with citizens. This outlined specific issues and pointed out possible courses of action in terms of policy and legislation. At the time of the evaluation, there was significant media engagement on the Green Paper and input from the general public.

The second step involved the Secretariat drafting the detailed Natural Resource Fund Bill 2018. On 23 January 2019, Government passed this into an Act following agreement by the president. The minister of finance noted in a statement that 'Guyana will be one of the few countries to have an SWF in place before "First Oil."²³ The Secretariat's input into this Bill included but was not limited to:

- An initial proposal for the design of the fund based on international best practice and the Secretariat's past experience;
- A review of provisions of the Bill to highlight any conflicts with existing laws. Some of the other laws reviewed were the Constitution of Guyana No. 2 of 1980; the Fiscal Management and Accountability Act No. 20 of 2003; the Bank of Guyana Act No. 19 of 1998; the Financial Administration and Audit Act No. 5 of 2004; the Guyana Revenue Authority Act No. 13 of 1996; the Corporate Income Tax Act No. 30 of 1970; and the Procurement Act of 2003;

- An initial draft of the Natural Resource Fund Bill, which was then discussed and shared with relevant stakeholders for their comments and review (e.g. Central Bank, Ministry of Natural Resources and Ministry of Finance);
- Numerous missions to discuss the Bill and the holding of three drafting workshops, to discuss the Bill line by line with a team of senior government officials;
- Presenting the design of the Fund and the Bill to the minister of finance (three occasions), the Cabinet and the Board of the Central Bank (two occasions); and
- Assisting the Ministry of Finance to present the Green Paper and the Bill to stakeholders.

The Secretariat also supported Government to rank the Natural Resource Fund against international transparency indexes. The Fund scored very highly on these measures and would arguably score 100 per cent, 85 per cent and 88 per cent on the Santiago Principles, the Truman SWF Scoreboard and the Natural Resource Governance Institute SWF Good Governance Index, respectively.

The third step involved assisting the Ministry of Finance to implement the SWF. Key deliverables in this area include:

- **Macroeconomic Committee:** Drafted terms of reference (TOR); drafted remuneration framework; identified an international expert candidate to sit on the Committee; drafted the procedural document;
- **Operational Agreement:** Drafted the Agreement; discussed it with the Bank of Guyana; supported Government in signing;
- **Fiscally sustainable amount:** Drafted forecasting guidelines and a programme model for a fiscally sustainable amount;
- **Senior investment analyst and adviser:** Drafted TOR;
- **Establish Sovereign Wealth Committee:** Drafted TOR for Committee members;
- **Investment mandate:** Supported Ministry of Finance in drafting;
- **Annual budget documentation report template:** Supported drafting of report template for annual budget documentation description of the Natural Resource Fund.

23 <https://dpi.gov.gy/sovereign-wealth-fund-assented-to/>

The Natural Resource Fund Act accords to international best practice and has been widely praised by the international community. This

is demonstrated by the quotes below from international organisations.

Natural Resource Governance Institute Public Report on the Natural Resource Fund

'Our analysis suggests that the green paper establishes a commendable framework for addressing some of the most severe risks, including: a system of multi-layered internal accountability aligned with international good practice; listing eligible asset classes consistent with a low-to-medium-risk investment strategy; limiting investments exclusively to foreign assets; requirements to publish quarterly and annual reports; parliamentary review of annual reports and approval of withdrawals; and fiscal rules whose objectives are to prevent over-spending.'

IMF Public Comments on the Natural Resource Fund

'The mission welcomes the passage of the Natural Resource Fund legislation for managing the country's natural resource wealth; it underscores the authorities' commitment to fiscal responsibility.'

US Government Comment on the Natural Resource Fund

'The Natural Resource Fund is not just any law. It will play a very important role in the economy. Now that a framework is in place, it should remain in place for the foreseeable future.'

UK High Commissioner to Guyana Comment on the Natural Resource Fund

'A Sovereign Wealth Fund (called the Natural Resources Fund) has been passed in Parliament and now needs to be operationalised. This will all help ensure Guyanese benefit from oil wealth both in terms of the provision of jobs, but also in making best use of oil money for wider infrastructure development. For example in the provision of roads, hospitals, schools and social security.'

The minister of finance was highly complementary of the assistance provided by the Secretariat when the Natural Resource Fund Bill was debated in

Parliament. Extracts from his speech, as recorded in Hansard, is quoted below.

'It was from there, in the Ministry of Finance, that we set up an in-house team to work with the Commonwealth Secretariat to improve on those two drafts. We had numerous rounds of consultations and, at this stage, I would like to give tremendous praise to Dr. Daniel Wilde, the Commonwealth Secretariat Consultant, who has been with us from day one and who has done almost all of the heavy lifting on this Bill. He is a treasured Consultant, a rare kind, a dedicated individual who we could have called upon on weekends, late in the nights, given London's time difference and so on, and he would respond. Every time we came up with a new idea, he would faithfully give us a draft or give us a research on it. He left us with a lot of lessons on professionalism and integrity. So, I give a "shout out" to Dr. Daniel Wilde. Later on, he was joined by Ms. Alache Fisho, another Commonwealth Secretariat Consultant, who, also, did tremendous work on the draft that is here today. I would like to personally recognise the team in the Ministry of Finance, which was really the core team.'

Table 19. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	<p>Technical support provided in establishment of Natural Resource Fund</p> <p>Technical support provided in drafting the Natural Resource Fund Bill</p>	<p>TORs and guidelines approved for establishment of Macroeconomic Committee</p> <p>Green Paper to facilitate stakeholder and citizenry engagement on the Natural Resource Fund developed and published</p>	<p>Macroeconomic Committee appointed</p> <p>Fiscally sustainable amount approved</p> <p>Sovereign Wealth Committee established</p> <p>Natural Resource Act passed by Parliament</p>	<p>Natural Resource Fund operationalised with the support of the Act</p>
Progress rating				

Table 19 represents progress in the area of the Oil Industry along the Secretariat's Impact Pathway.

Guyana petroleum sector reform

Following a request by the Ministry of Natural Resources of Guyana, the Secretariat has been

assisting with reforms to the petroleum sector. This is particularly critical now since the Liza oil fields were discovered offshore of Guyana. The support included recommendations for:

- **Petroleum policy reform:** The Secretariat is supporting development of a new Petroleum Policy, a draft of which has been submitted to Government for review.
- **Petroleum institutional reform:** The Secretariat is supporting development of a Petroleum Commission Bill, a draft of which was submitted to Government, which submitted it to Parliament. Comments were received and a revised draft has been produced.
- **Petroleum legal reform:** The Secretariat is supporting amendment of the Petroleum Act and Regulations, a draft of which has been submitted to Government for review. The Secretariat has also revised the Petroleum Act and Regulations based on comments from Government.
- **Petroleum taxation reform:** The Secretariat is supporting development of the Petroleum Taxation Report, Model and Bill. It has drafted the Petroleum Taxation Report, programmed a model on petroleum taxation and drafted a new Petroleum Taxation Law.

The evaluation noted that all recommendations and draft policy instruments and legislation had been developed in a timely manner as requested by Government. A respondent also highlighted the expertise the Secretariat had brought, as represented by the quality of the deliverables. It was noted, however, that Government would still review all deliverables for compliance with national context and harmonisation with other development partner

contributions. The Secretariat noted that it had prioritised delivery in areas where Guyana did not receive inputs from other development partners.

Given the current importance of petroleum in Guyana, there is much at stake and civil society voices are very strong. There is strong political will to have all the reforms completed in time before final approval is given for the development of

further fields. Guyana is very appreciative of the on-going supported:

'The Oceans and Natural Resources team over the past year has aided the completion of a draft of the National Upstream Oil and Gas Policy, a revision of Guyana's Petroleum Exploration and Production Act and Regulations, the creation of a framework and draft legislation for a Sovereign Wealth Fund and policy guidance for changes to Guyana's fiscal regime to effectively manage the dynamics of oil and gas sector. There is much more work to be done, but we have certainly made incredible strides.' Minister of Natural Resources, Guyana, 27 February 2017.

Other key stakeholders engaged and working towards Guyana's legislative framework reform include the World Bank, the International Monetary Fund (IMF) and Deloitte & Touche. One of the respondents noted that the Secretariat's contribution to the legislative framework was to be commended and that it 'forms a good baseline for all the legislative reforms.' Government's priority is to ensure that all the recommendations for legislative framework reforms are reviewed for conceptual and national relevance and harmonisation with all stakeholders and submitted to the National Assembly for approval. A consultant was contracted to conduct the reviews, drawing on the strength of partners such as IMF and Deloitte on fiscal modelling and analysis and impact on proposed fiscal legislations. However, delays are expected in the approval process as a result of the planned national election schedule for early 2020. Once approved, all efforts will be targeted towards implementation of the policies and legislative frameworks.

At the implementation stage, Guyana noted that, as a young oil-producing country, there was a need for *in situ* technical support provided by consultants that addresses emerging challenges on a longer-term basis, through handholding of institutions, as opposed to training programmes, thus allowing for

transfer of knowledge and sustained capacity within the relevant department. The Secretariat's impartial technical support will also be key in reviewing documents produced by other consultants.

Guyana is a member of the new oil producers' group co-ordinated by Chatham House and the Secretariat. Respondents commended this forum as useful for knowledge exchange, particularly learning from the mistakes of countries that are further along the path.

Sustainability

The trade work was sustainable, having seen a long-term expert over seven years working closely with the Department of Foreign Trade. Capacity was developed and linkages were established with the Guyana Trade Mission in Geneva. By the time of the evaluation, the adviser was finalising the assignment and all institutional processes were in place to take forward the work of the expert. The length of the adviser's placement meant that the role of the expert was a gap-filling one, and the adviser was involved in the everyday operations of the ministry.

All the core work in debt management, natural resources and trade addressed areas of legislation. Programme sustainability is anchored in prudent policies and legislations. There is clear ownership of all the legislation developed and progress in them being passed. Once legislation is in operation, it is expected that it will guide programme operations by establishing the necessary institutions and laying out guidelines.

The operations of the debt management system have been sustained over a long period of time. Preparations for transition to the new system – MERIDIAN – are underway, which will address all the challenges related to management of debt.

Table 20 represents progress in the area of the Guyana Petroleum Sector Reform along the Secretariat's Impact Pathway.

Table 20. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	<p><i>Petroleum Policy drafted</i></p> <p><i>Petroleum Commission Bill drafted</i></p> <p><i>Petroleum Act and Regulations amended</i></p> <p><i>Petroleum Taxation Report, Model and Bill produced</i></p>	<p><i>Stakeholders engaged with the draft policy and regulatory instruments</i></p>	<p><i>Petroleum Policy approved</i></p> <p><i>Petroleum Commission Bill approved and passed by Parliament</i></p> <p><i>Amended Petroleum Act and Regulations approved and passed by Parliament</i></p> <p><i>Petroleum Taxation Report, Model and Bill utilised to inform decision</i></p>	<p><i>Petroleum Policy adopted and implemented</i></p> <p><i>The necessary institutions to effectively regulate the petroleum industry established</i></p> <p><i>A strong and transparent legal framework is enacted to regulate the petroleum industry</i></p> <p><i>A new petroleum taxation regime is implemented which increases government revenue from offshore petroleum fields</i></p>
Progress rating				

Conclusion

The Economic Development pillar is the most in depth in overall programming in Guyana. All on-going work responds to the core needs of Guyana in this area. This work is prominent and there is greater political will and higher-level engagement with products. Assistance has been consistent and prolonged. There is clear appreciation of with the technical expertise provided by the Secretariat. The advisers, both resident (Hub and Spokes) and those based at the Secretariat, are regarded very highly and their input is considered in the highest-level decision-making within ministries.

Challenge(s)	<ul style="list-style-type: none"> • <i>Passing of the Public Debt Management Bill was delayed because two bills needed to be considered. Priority was given to the Natural Resource Fund Bill, which has since passed.</i> • <i>The Petroleum Portfolio was shifted to the Ministry of Presidency and Local Content Policy aspects were moved to the Ministry of Business, which affected communication and engagement on key pieces of work in progress.</i> • <i>Not all advice provided to Guyana was received and utilised, which caused controversy in some instances and led to press involvement.</i>
Lessons learnt	<ul style="list-style-type: none"> • <i>Progress on legislation is dependent on political will. Gaining political will is dependent on government priority at the time. Irrespective of the goodwill of the technical personnel, engagement by political actors and decision-makers is dependent on national priorities and not on how fast the Bill is placed before the decision-makers.</i> • <i>Utilisation of the same debt management expert over the years has given continuity to the Secretariat's engagement and capacity support. The expert was able to review progress from the previous stage and provide updates to the Secretariat. Stakeholders built a rapport with the expert and can confidently engage and share their challenges.</i>
Recommendation(s)	<ul style="list-style-type: none"> • <i>When placing short-term experts to deliver specific aspects of the programme, take a longer-term view to utilise the same expert should the opportunity arise. Where possible and appropriate, build time into the assignment to ensure follow-up to address gaps that arise. Continuity with the same expert in delivery of technical assistance reduces the catch-up and rapport time and increases the delivery time, increasing value for money and the confidence of the member country.</i> • <i>In supporting legislative work, conduct a comprehensive needs assessment that also determines legislation or policy priorities on the national agenda for increased buy-in and approval by the Cabinet and Parliament.</i>

2.6 Small States

Strengthened Resilience of Small States and Vulnerable States

Context

The Caribbean Island states, like many small island states in the Commonwealth, face environmental challenges that directly affect their economies. The Secretariat has prioritised support to smaller states, such as increasing access to climate finance funds through supporting them to develop fundable project proposals that address climate adaptation and mitigation. Additional support is provided by means of the availability of the Small States Offices in New York and Geneva. Guyana has benefited from the placement of a climate finance adviser as well as use of the Small States Office in Geneva.

Table 21 summarises Commonwealth Secretariat engagement in the area of Small States to Guyana. Figure 13 below shows the expenditure across the Small States pillar over the four-year strategic period.

2.6.1 Climate Finance

The Climate Finance Access Hub is the Commonwealth's response to the on-going and future threats of climate change to its member countries. The primary aim of the Hub is to help small and vulnerable countries access international sources of climate finance to meet their priority adaptation and mitigation needs and realise the

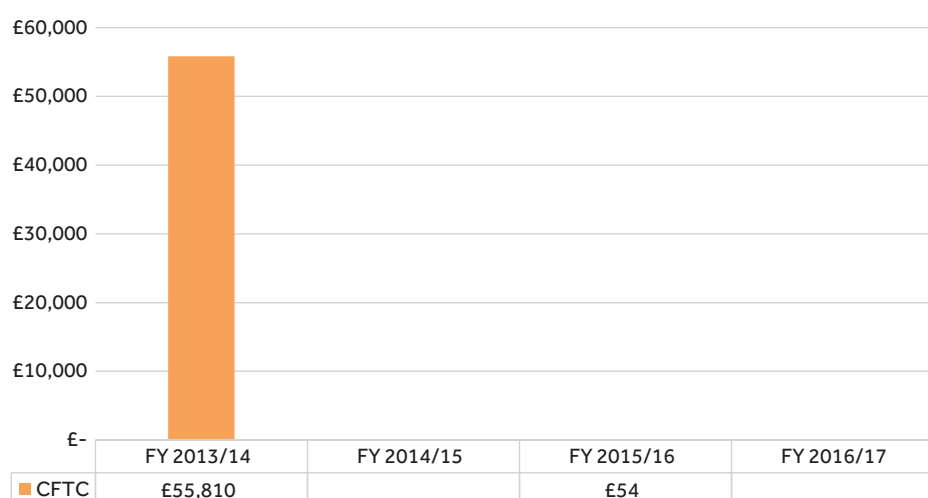
Table 21. Commonwealth Secretariat support in Small States

Small States
<ul style="list-style-type: none"> A climate finance adviser has been placed in the Ministry of Finance to support Guyana in accessing climate finance. The Guyana Mission is being hosted at the Commonwealth Small States Office in Geneva. Technical advice on trade-related issues was provided to the Guyana Mission in Geneva by the resident trade adviser. Technical advice on human rights-related issues was provided to the Guyana Mission in Geneva by the Secretariat's advisers based in London.

SDGs. The delivery mechanism for the Hub involves the placement of long-term climate finance experts in beneficiary countries and regional organisations to build capacity for enhanced access to and effective use of private and public climate finance resources.

Following a request from Guyana, a climate finance adviser from Trinidad and Tobago has been placed in Guyana. Engagement with the Secretariat on the need for climate finance capacity in Guyana started in 2016 with the Ministry of Finance and Climate Change Office.

Figure 13. Small States direct programme expenditure 2013/14-2016/17



Relevance

Guyana is working to unlock the climate finance resources available. One stakeholder noted that, 'Guyana's ambition is to transition to renewable energy and is seeking to address adaption and resilience issues at the community level.' Both adaptation and mitigation projects are in focus for the task ahead. The expert will work closely with the Ministry of Finance and the Climate Change Office.

The Green Climate Fund (GCF) is the main Adaptation Fund to which Guyana is trying to gain access. There is currently no accredited national organisation and therefore there are efforts to seek accreditation for the Adaptation Funds. There is downstream work through national initiatives such as the Reducing Emissions from Deforestation and Forest Degradation (REDD) Investment Fund. Guyana is looking for agencies within the private sector for GCF accreditation. Key players in the sector include the EU, the Inter-American Development Bank and German co-operation.

Efficiency

On the side of the Secretariat, there was some delay in the recruitment process, as there was a change in the person leading the Climate Finance programme. At the time of the evaluation, the identified local counterpart within the Ministry of Finance had left. There is currently no counterpart. Hopefully, discussions will be held early in the year on this.

There are capacity issues within the Climate Change Office. Two technical staff have left and not yet been replaced. It is hoped that recruitment will start next year but there is concern that there is no national capacity to fill such technical positions, even when advertised. Government is building

capacity by sending staff out for training overseas. Currently, a young professional is in place but does not have the capacity; this staff member will be sent off for a year on a training programme. In meantime, there is a capacity gap. Government is also offering 12-month scholarships to boost national capacity in this sector. In the meantime, the capacity gap is being bridged through collaboration with the different ministries with more capacity, such as the Ministry of Agriculture Department of Environment, and the Department of Energy.

Effectiveness

It is too early to determine the effectiveness of this area. The evaluation notes that, if a counterpart is not identified in time, the adviser will have to fill a position and the transfer of skills will not occur as anticipated. The one-year initial contract of the expert needs to be utilised effectively to deliver fundable project proposals that will help access funds – a process that requires a team effort.

Sustainability

One of the key mechanisms for the sustainability of this area lies in ensuring there is national capacity to take over the role of the adviser once the assignment is complete. At the time of the evaluation, challenges remained in the short run to filling positions within climate change departments, owing to the limited number of skilled persons in the field. Long-term sustainability measures are in place as scholarships are available for nationals to pursue programmes that develop the country's capacity.

Table 22 represents Progress in the area of Climate Finance along the Secretariat's Impact Pathway.

Table 22. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	<i>Climate finance adviser in place in Guyana to support access to climate finance</i>	<i>Project proposals to access climate finance developed and submitted</i>	<i>Funding accessed for implementation of climate change adaptation and mitigation initiatives</i>	<i>Projects that address climate change adaptation and mitigation implemented to address climate change issues</i>
Progress rating				

2.6.2 Small States Office

The Commonwealth Small States Offices were set up to provide subsidised office space for diplomatic missions of Commonwealth small states, as well as a business centre for tenants and visiting small states delegations attending multilateral meetings in Geneva and New York. Guyana is one of the residents of the Small States Office in Geneva.

Relevance

Guyana highly commended the administrative support provided, which included handholding to ensure establishment of the office. One stakeholder noted:

'Decision to set up a small states office is very helpful, not just the physical space but also the services from administrators. When Guyana established office for the first time, it would have required a lot of logistical work, but this was addressed by the Small States Office. The core support provided is "Hospitality." The Team in Geneva sorted out hotel, office, telephone system including providing purchasing service such as procurement of vehicle. This service continues to be needed.'

The Mission's relevance has continued to increase, especially given the connection established between the Guyana Mission in Brussels and the Small States Office in Geneva. The level of networking has been commended to be '*10 times more useful*'.

The Secretariat's technical team from the Human Rights Unit is present at least twice a year in Geneva to brief the missions and advise on reporting. This has been very helpful.

Efficiency

On-going services provided include facilities management, conference services (rooms and equipment) and networking services (bringing all missions together to discuss small island and Commonwealth issues). These services were commended, although Guyana noted that currently space was limited. Guyana would in future like to increase its space but this is not feasible within the current context. The evaluation noted that the Secretariat was investigating additional space (another floor) to complement the current available space.

Effectiveness

Human rights: Before establishment of the Mission in Geneva, Guyana did not have a presence in Geneva and no follow-up was conducted on human rights issues. Stakeholders noted that the Secretariat's team had been extremely helpful in exposing them to the human rights architecture in Geneva, with support to establish relationships and networks. Issues in Treaty Body reporting and deadlines were brought to the attention of the Mission.

The Guyana Mission and the Secretariat are working on a pilot project to strengthen Treaty Body reporting through addressing the reporting backlog. A communication mechanism between the Secretariat, the Geneva Mission and the Capital has been established, and capacity is being jointly developed with involvement of the Geneva Mission and the Secretariat in Guyana through stakeholder engagement. The objective is strengthening engagement with the Human Rights Council.

Trade: Overall, Guyana noted that there had been dynamism in the area of trade, influenced by the move to Geneva and linked with the Hub and Spokes programme in Guyana. Capacity is being strengthened in trade negotiation and trade facilitation. Capacity support has increased in trade, at the Capital through the Hubs and Spokes programme with a trade adviser present in the Department of Foreign Trade within MFA, and in Geneva, where there is one trade adviser and recruitment of a second is underway.

Stakeholders noted that national capacity had been strengthened through Hubs and Spokes, a strong programme that has improved preparation in the Capital for WTO deliberations. It was highlighted that having expertise within MFA was very useful. Guyana's presence in Geneva has increased the demand for information from the Capital. Before establishment of the Office, there was no demand for trade information and also no linkage between the Capital and Geneva on trade-related issues. One advantage highlighted was that the international trade person based in Geneva was also the director of international trade in the Capital, which ensures continuation and the maintenance of linkages. The Geneva Office now directly strengthens the capacity of the Capital.

Table 23. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Impact Pathway	Administrative support provided to Guyana Mission for effective engagement Technical support on human rights and trade provided to the Guyana Mission	Guyana Mission well resourced to effectively engage on human rights and trade issues	Effective trade negotiations conducted by the Guyana Mission Improved human rights reports presented by the Guyana Mission	Trade agreements that reflects the needs of Guyana signed Improved follow-up and reporting on human rights issues
Progress rating				

Sustainability

Funding for the Small States Office in Geneva is now mainstreamed within the Secretariat's funding sources, a sign of sustainability; however, the declining nature of CFTC resources has the potential to affect the presence of the Offices.

Table 23 represents Progress in the area of the Small States Offices along the Secretariat's Impact Pathway.

Conclusion

There has been satisfactory progress on the start of the climate finance expert in Guyana. Despite a delay in the recruitment, the placement was filled. The Small States Office in Geneva has made a good contribution to the human rights and trade work of Guyana. Clear collaboration has been established between the Geneva Mission, the Capital and the Secretariat.

Challenge(s)

- Transitions within the Department for Foreign Trade in Guyana have had an effect on the strategic direction. There have been three directors in two years, affecting the focus, linkages and long-term vision of the department. The new director has a clear direction and focus, however.
- The Secretariat's International Trade programme has a pan-Commonwealth focus and therefore it is difficult for Guyana or any member country to have an influence. Nevertheless, there is a need for the regions to have an input into agenda-setting. Stakeholders noted that agenda-setting in London should be informed by national and regional contexts and that there was a need for better co-ordination and networking.

Lessons learnt

- The potential for collaboration between the Secretariat's International Trade and Human Rights Units, the respective missions in Geneva and the respective member countries, if strengthened, could lead to a multiplier of results. Experts based in Geneva or the Secretariat can deliver more through concerted efforts between the two institutions on agreed targets.

Recommendation(s)

- It was recommended that the Secretariat's International Trade and Human Rights Units in London should work seamlessly with Geneva and the Capital. There needs to be a stronger programme interface among the three offices to ensure co-ordination, coherence and stronger deliberations.

3. Conclusions

3.1 Summary of key findings

Overall, the Secretariat delivered an extensive stream of activities that were commended by Guyana as outlined in Table 4 Summary of Commonwealth Secretariat support to Guyana in Chapter 1. There was depth in programme delivery in areas such as Elections, Internal Audit, Trade, Debt Management and Natural Resource Management. Weak delivery was noted in Health, Youth and Human Rights.

Democracy: There was high visibility of the Secretariat's work within elections as a result of the work undertaken and the follow-up by the Secretary-General, which generated good press coverage. The technical work of the Secretariat is commended and has been consistent over four electoral cycles, particularly the work done between elections in building capacity and advisory support in strengthening the electoral institution.

GECOM has evolved to a level whereby it can deliberate on issues, review guidelines and make recommendations for improvement in its operations. Notable progress made on implementation of election recommendations relates to the autonomy of the Commission, continuous voter registration, improved voter education and automation of systems, including capacity for production of ballot papers.

Public Institutions: There was notable progress on the Internal Audit work delivered by the Secretariat. Substantial reforms were delivered or were underway following Secretariat recommendations, including implementation of the Audit Committee Charter, repositioning of the internal audit function as a core central function in government institutions, automation of audit functions and development of an enterprise risk management policy. The internal audit function was strengthened and continues to engage with the Secretariat.

Overall, good progress was noted in Public Institutions, although the nature of engagement was not cohesive. Each element of the programme was not in any way linked to the others, even though they contributed to the same strategic result. Within the Rule of Law work there was even more fragmentation, with activity not connected to the whole.

Social Development: This pillar saw the fewest activities in Guyana, with 1 per cent budget utilisation. Co-ordination with Guyana was seen to be lacking overall in both Health and Education, given the regional nature of the programming. Participants of the Faith in the Commonwealth project were delivering youth-led initiatives based on training materials provided and had developed fundable projects to expand their activities.

Youth: Development of the National Youth Policy was a key achievement of the Secretariat but approval has stalled. Success stories were noted in youth capacity-building through CYP, with young leaders spearheading initiatives. One notable success was the *Vote Like a Boss* campaign, which transformed youth participation in electoral processes and has been replicated in other Commonwealth member countries.

The new operational model of the Youth Programme is not yet fully embedded in Guyana following closure of the regional CYP centre. There has been limited holistic engagement with the Secretariat overall on youth development to move forward the youth agenda and the relevance of its youth work was questioned in relation to Guyana's contribution.

Economic Development: The Secretariat was the lead adviser to Government on the Natural Resource Fund Act, which established an SWF to manage revenues. The Secretariat is also working with Government to create the institutions, policies and legislation required to manage the US\$300 billion petroleum industry.

The Secretariat's Hubs and Spokes programme in Trade supported capacity-building and trade negotiations. Progress was made in implementation of the WTO TFA. Progress reports reviewed confirm that Guyana has made its Category A notifications and tentative Category B and C notifications, and is expected to give definitive notifications for these in due course. Guyana has long since ratified the TFA, with the Trade Facilitation Committee noting progress on implementation and reaffirmed commitment to endeavouring to remain vigilant in complying with the Agreement.

The work under the Economic Development pillar of the Secretariat was the most in depth of all

programme delivery in Guyana. All the on-going work responds to the core needs of Guyana in this area. The work is prominent and is enjoying greater political will and high-level engagement on all products, which has been consistent and prolonged. There is clear appreciation of the technical expertise provided by the Secretariat. The advisers, both resident (Hub and Spokes) and those based at the Secretariat, are regarded very highly and their input is considered at highest-level decision-making points within the ministries.

Small States: There was satisfactory progress on the establishment of the climate finance expert in Guyana. Despite a delay in recruitment, the placement was filled. The Small States Office in Geneva made a good contribution to the Human Rights and Trade work of Guyana. Clear collaboration was established between the Geneva Mission, the Capital and the Secretariat.

Significant **capacity** challenges were noted in all ministries, departments and agencies consulted. Inability to attract and retain skilled staff was affecting implementation. Many stakeholders highlighted migration of skilled workers and inability within current institutions to bridge the gaps through trainings. With the discovery of oil, it is believed that increased national resources and the status of the country will attract Guyanese in the diaspora to return and take up positions if they are well remunerated.

Visibility of the Secretariat was high in Democracy, Economic Development and Small States and weak in Youth and Social Development. In Public Institutions, it was mixed. There is high visibility among stakeholders with direct engagement with the Secretariat. Election Management and Natural Resource Management Fund support was prominent in the press and stakeholders could easily identify the Secretariat's contributions. Except for MFA, which has a relatively fuller picture of the Secretariat's engagement, stakeholders consulted only knew aspects of the Secretariat's work in which they had engaged.

Programme delivery is based on requests received from Guyana. In some areas, **comprehensive needs assessments** were conducted before any support was provided (Internal Audit, Trade, Debt Management and Natural Resources). The depth of the Secretariat's engagement is reflected in these areas of work. In-depth problem analysis and engagement of a broad range of stakeholders, particularly those with decision-making roles, as well as implementing teams have resulted in

programme delivery that is aligned with the needs of Guyana and national priorities. Decisions to progress on key stages of implementation were faster, deliberate and consultative in nature.

Programme co-ordination could be strengthened further. MFA is in charge, and serves as the primary contact point, providing the gateway for engagement, but is not fully aware of all the work in country. There is no clear documentation or database that outlines all the work the Secretariat is doing in country, and engagement is more courtesy-related and geared towards facilitation of entry. Once direct communication is established, only courtesy calls are made to MFA, which has no clear oversight role, including in making decisions on what can be prioritised. The overall picture of programme delivery in Guyana is fragmented. Prioritisation is required in key areas for the Secretariat to focus delivery.

Within the Secretariat, a challenge exists as to the lack of a focal point for co-ordination of member country support and reporting. Collation of country-based information is dependent on individual staff knowledge regarding what they have contributed. Without an organisation-wide knowledge management system that provides country-based information for easy access across the organisation, effective response and prioritisation of requests received is difficult. All stakeholders agreed there needed to be better co-ordination of programmes, ideally with clear focal points for engagement within Guyana and at the Secretariat.

Gender mainstreaming was weak or non-existent in most programme areas. There was evidence of gender issues being discussed in the Internal Audit programming and considerations being made in the reform in this area to attract more women to the department. Election reports revealed clear consideration for the participation of women, with clear recommendations.

3.2 Organisational lessons

Commonwealth Secretariat programmes: It is important that there is a clear understanding of how Secretariat assistance fits with the national development plan or strategy and how assistance will be integrated with other initiatives, either funded from the national budget or provided by other partners. This lesson comes from the fact that much of the Secretariat support up until now appears to have been linked to promoting policy or legislative reform, which often requires longer-term commitment to

follow-up and implementation before real benefits are realised. Understanding that Secretariat support is integral to but not the sole input required in meeting national objectives will assist in the reporting, monitoring and evaluation processes to follow.

Country programming: The absence of a TOC for programme delivery makes it difficult to evaluate the contribution Secretariat support is making to the development of Guyana. Given the small size of its programme, relative to the roles played by other partners in Guyana, some assessment must be made of the overall impact of the work completed and the missed opportunities for the Secretariat in terms of not making sure there is appropriate follow-up and consistency in implementation.

Partnerships and niche engagement: It is important to regularly remind member countries that the Secretariat is not a typical donor partner but a member-based organisation seeking to work with these members to target specific areas of the development agenda – not to fill gaps in resourcing from either national budgets or other partner funding but to seek genuine and durable partnerships where decision-making and commitments are transparent and respectful. In other words, there are responsibilities on both sides to ensure the support the Secretariat provides is meeting a specific need, identified through national prioritisation processes and determined by both parties to be an appropriate area of support that requires involvement of the Secretariat.

Inter-divisional co-ordination opportunities were utilised effectively in the delivery of CVE programmes in Guyana. An integrated approach to programme delivery where there are synergies is feasible and achievable when effectively planned from conception.

3.3 Strategic recommendations

Secretariat support and links to the national plan/strategy: While it is recognised that the Secretariat's Strategic Plan must play a central role in defining the areas of Secretariat specialisation, it is also critical that a strong link be made to member countries' own national priorities and plans. Unless this link is clear, there is unlikely to be full commitment and ownership. It is often not sufficient to have the endorsement of a line ministry or agency, as it is frequently the central agencies (Treasury/Finance, Planning) that are most influential in the allocation of budget resources and personnel.

The Secretariat's Strategic Plan should be the frame of reference for how requests are considered when received from a member country. It is important that the request be aligned with the skills/experience of the Secretariat and, given the often limited nature of the resources often available, it must be clear about what the outcome will be – in other words, there needs to be some assurance that, within the limits of resources and time available, an outcome is likely.

Secretariat focal point: While formal communications between the Secretariat and the Government of Guyana are through MFA, it is important to establish closer links between the Secretariat and the department responsible for national planning, donor co-ordination and M&E, as this plays a key role in ensuring the co-ordination of all external assistance.

This could be accomplished by ensuring that any requests to the Secretariat made by MFA have the endorsement of the department responsible for planning and monitoring.

Development of longer-term, more focused engagement: In order to overcome any fragmentation of approach to the way Secretariat support is identified and delivered to Guyana, it is important to seek the agreement of the member country for a longer-term (two- to three-year) programme of support with a clear understanding of how the proposed Secretariat support will meet one or two objectives of the national plan.

An agreed country programme needs to be established so there is clear evidence of joint commitment on how support will be delivered; the need for counterpart involvement or local budget support if required; and assurances of what steps will be taken to ensure sustainability.

Strategic direction in programme delivery needs to be strengthened. Interpretation of the Strategic Plan is dependent on the technical expertise on board at the time of delivery and not on the organisational vision and

strategy to address the key challenges in the Commonwealth. The Secretariat's delivery is dependent on member countries' requests and the technical expertise of its staff in post. Technical staff have the ability to steer programme initiatives towards their unique expertise, while the Secretariat, as an institution, is slower to embed initiatives to ensure there is strategic-level leadership independent of the technical staff. Dependence on technical staff expertise, with no clear organisational strategic direction on taking forward such initiatives, means the work, however excellent it is, stops once the technical expert leaves the Secretariat.

All initiatives and programmes delivered need to be grounded within the Secretariat's Strategic Plan and vision for the Commonwealth so as to ensure all initiatives started are owned by the directorate and delivered irrespective of the existing staffing capacity.

Country focus in programme planning

and delivery: There is a lack of coherence in programme planning and delivery in Guyana. It was not possible to establish a pattern of a delivery strategy or the approach used to draw together the different activities, initiatives and projects being implemented. In relation to the Secretariat's Strategic Plan, there is a clear gap in specific programme areas. This evaluation highlights that limited (and fragmented) activity, or nothing at all, is being implemented in the area of Social Development and Youth.

A country focus needs to be inbuilt into programming at the strategic level (such as the delivery plan) and a national programme delivery approach or strategy needs to be established that is linked to the priority needs of the member country. This should be reflected in the depth of programme delivery and engagement in the selected areas.

A designated country focal point needs to be established within the Secretariat to map out all engagements with the member country and update progress on implementation, as well as draw attention to gaps and successes.

International relations versus national

co-ordination: Similar to findings in other country evaluations, the Secretariat's programme co-ordination in Guyana is anchored within the ministry in charge of international relations, as opposed to national planning and co-ordination mechanisms. It is important for the Secretariat to expand its engagement to directly co-ordinate its programme delivery with the national planning and co-ordination mechanisms so as not to duplicate efforts and to ensure the Secretariat's input is reflected effectively in national planning and reporting.

The Secretariat's programme delivery in a member country needs to be co-ordinated both at the diplomatic level (ministry in charge of international affairs) and at the programme level (ministry in charge of national planning and co-ordination), to ensure its input is responsive and reflective of national priorities, and it needs to be highlighted in national reports.

Follow-up, monitoring and evaluation: Similar to findings in other country evaluations, there has been limited follow-up and a lack of M&E. Follow-up on implementation is evident only in on-going activities where both the Secretariat and Guyana are keen to progress.

Country-level data/information collection, as part of M&E, needs to be embedded in all field missions, and information from back-to-office reports needs to be compiled in a central country database.

3.4 Member country recommendations

Member countries should provide evidence on how the request to the Secretariat for technical assistance or other support is linked to national and sector plans; on steps taken to identify counterparts and necessary budget approvals for meeting local costs; on the role (if any) of other development partner support in the sector for which Secretariat support is required; on how the support requested affects gender equality and human rights commitments; and on how sustainability is to be assured.

Annex 1: Terms of Reference

Evaluation of the Commonwealth Secretariat's support to Guyana 2013/14–2016/17

1. Introduction

The Commonwealth Secretariat is an intergovernmental organisation established in 1965 with 53 member countries across the globe, bringing together 2.2 billion citizens. The Organisation promotes democracy, rule of law, human rights, good-governance, social and economic development and is also a voice for small states and youth empowerment. The Secretariat work is guided by its Charter that affirms the core commonwealth principles (*of consensus and common action, mutual respect, inclusiveness, transparency, accountability, legitimacy, and responsiveness*) and by its Strategic Plan.

In response to the evolving development context and demands of member states and other stakeholders, the Secretariat has adopted an increasingly results-oriented approach. Guided by the Strategic Plan and Evaluation Plan, a select number of independent evaluations and country evaluation are commissioned each financial year to respond to member states demands for accountability as well as the Secretariat's need for learning and organisational improvements.

The overall aim of the Evaluation function is to determine the relevance, efficiency, effectiveness, impact and sustainability of a programme, policy, or project so as to incorporate lessons learned into the decision-making process. As such it requires gathering, analysing, interpreting and collating information. To be effective, evaluations must be well designed, meet accepted standards for data gathering, quality and analysis and be well managed.

The Secretariat's Country Evaluations are designed to fulfil a number of functions:

- Guides policy and planning decisions by providing feedback on the performance and quality of the Secretariat's portfolio of development and democracy work;
- Provides an opportunity to identify and disseminate organisational lessons to guide the future work of the Secretariat in a particular country or region and generally across its membership;
- Assess the contribution versus the benefits that individual member states attain from the Secretariat's service delivery.

2. Context

The Strategic Plan 2013/14 – 2016/17 evaluation noted that the Secretariat should do more 'evaluative monitoring' to reduce its reliance on costlier external evaluation. As the Secretariat matures in the monitoring function, it is anticipated that the evaluation function will endeavour to bridge the outcome monitoring gap through evaluative monitoring. As outcomes take a long time to materialise, outcomes of projects implemented in the 2013/14–2016/17 strategic plan will only be realised in the next strategic period (2017/18 – 2020/21).

Building on the Secretariat's '*Impact Pathway*' approach to results based planning, monitoring and evaluation, an evaluation framework that applies qualitative evaluative monitoring methodologies such as outcome mapping, outcome harvesting and case studies will be applied.

Country-focused evaluative monitoring will take a holistic approach to the Secretariat's engagement in the selected country in assessing outcomes and impact. These studies will be conducted internally by the SPPD Evaluation Team increasing the scope and reach of the study over the strategic plan period. The selection criteria used for the countries to be evaluated include:

- a. *An adequate geographic balance of nations;*
- b. *No previous country evaluation conducted;*

- c. *The size (number and value) of activities supported by the Secretariat;*
- d. *A balance between small nations and others;*
- e. *A balance between varying levels of development;*

3. Purpose and scope of assignment

The Country Evaluation is an internal evaluation led by Strategy, Portfolio and Partnership Division. The purpose of Country Evaluations is to assess the relevance, effectiveness, impact and sustainability of the Secretariat's support to the target member state. The study will cover the four-year period of the strategic plan 2013/14 – 2016/17 as the common base for all country evaluations. However, depending on when the evaluation takes place, information collected should be up-to-date to the time of the study that will include the current strategic plan period 2017/18 – 2021/22. The evaluation will provide an independent opinion on the design, performance and results of all the Secretariat's programme in the targeted member state. It will also make recommendations from both the strategic and operational perspectives to optimise the utilisation of resources in achieving sustainable impact. Specifically, the evaluation will:

- Review the extent to which the Secretariat support was relevant to the priorities of the targeted member country, and consistent with intermediate outcomes of the Strategic Plan;
- Assess outcomes and impact achieved over the evaluation period and the level of sustainability of the results;
- Assess member state contribution to Secretariat's funds and the benefits realised over the review period and conduct a contribution-benefit analysis, assessing value for money for the member country;
- Review the delivery model of programmes in the member state, including communication and programme co-ordination in-country, highlighting lessons and areas for improvements;
- Identify issues, challenges and lessons learned and make recommendations on the overall Secretariat's programming.

4. Approach and methodology

One of the primary focus of the Country Evaluations is to assess if there has been any outcomes or impact that can be attributed to the contribution of the Secretariat to the member state. It is very difficult to assess the contribution of the Secretariat in the midst of different development players, and in some cases where the Secretariat's contribution has been limited. In that regard, a mix of qualitative methodologies will be used to try and ascertain the changes that have occurred and evidence their links to the Secretariat. Some of the methodologies that will be used include the Secretariat's developed 'Impact Pathway', outcome harvesting, outcome mapping and case studies.

Based on the above evaluation methodologies informing the questions and tools development, the Evaluation Team will include the following key steps in the conduct of the evaluation for information collection, analysis and report writing during the study.

- National country documentations, including strategy documents and reports available publically will be reviewed to provide context and address the general evaluation questions;
- Desk review of all projects and interventions delivered in the target country. Project design documents with their monitoring plans and results reports will be reviewed. All key documentations including BTORs, research reports, progress reports from Consultancies etc. will be reviewed to address the specific evaluation questions;
- Focus group discussions and interviews will be held with project teams to better understand the programme theory, qualify/contextualise the results documented and seek responses to specific questions that will emerge from the literature review;
- Field visits will be conducted to the target country to meet key stakeholders, boundary partners, beneficiaries and others who may have engaged with the interventions. These visits will allow the evaluation team to triangulate desk findings, verify results information and collect raw data on the evaluation questions in the evaluation framework. Where possible, focus group discussions will be held with teams/

beneficiaries directly engaged with the Secretariat's programmes;

- Specific engagements will be conducted with national level monitoring and evaluation units, planning and statistical units to aggregate national information and also verify national statistics and policy positions;

In order to maximise access to key stakeholders, where possible, the timing for these studies will coincide with any country, regional or Pan-Commonwealth meetings or events taking place in the target country. Evaluation Teams, where possible, can also hold side review meetings alongside these meetings/events.

5. Deliverables

- **Inception report** incorporating the revised TOR and Country Evaluation Framework and data collection tools
- **Evaluation Report:** The report, following the desk review, interviews, survey and field work, will include all the findings, analysis, lessons and recommendations. Case studies will be used in the representation of the some of the information
- **Impact Stories:** These will be a core output of each of the field visit. They will be stand-alone case studies where there is strong evidence of impact. These will be published separately with photos where appropriate. The impact stories will be used to supplement progress reports and published for wider access;
- **Synthesis Studies Themes:** Emerging themes from completed country evaluations and impact stories will be identified for further analysis and synthesis to provide a regional or Pan-Commonwealth picture;
- **Dissemination seminar** presenting and validating the evaluation findings and recommendations;
- **Evaluation summary report;** A short document that highlights key findings and can be easily accessible and used for decision making.

6. Schedule and level of effort

The study is planned to commence in June 2018. It is estimated that at least a team of two staff will be involved led by a team member of Strategy,

Learning and Innovation. The study is to be completed within three months from inception. Travel and Daily Subsistence Allowance expenses related to country field visits will be covered by the Country Evaluation budget in line with the Secretariat's Travel Policy.

7. Technical requirements

The Evaluation Team should demonstrate the following:

- Substantive knowledge and experience in undertaking reviews, evaluations and critical research;
- Knowledge and experience of policy and programming matters as well as challenges and issues in global and national development and democracy;
- Ability to handle and analyse big datasets, and conduct multi country reviews;
- Excellent communication skills, both spoken and written English, including experience in the production of clear and concise reports for international/inter-governmental institutions, and delivery of messages to a diversified audience;
- In-depth understanding of the work of the Commonwealth; and,
- Familiarity with Sustainable Development Goals and the international governance architecture.

8. Evaluation team selection criteria

To be selected to participate on the Country Evaluation Team, the staff member should:

- Be objective and able to view the progress or lack of it from a learning perspective;
- Be balanced, critical and able to independently lead and facilitate discussions with both internal and external stakeholders;
- Not be a part of the programme team for projects being evaluated in the targeted country;
- Be able to engage with and represent the Secretariat at key meetings, present and defend the evaluation findings to external and internal stakeholders;

9. Evaluation team

The Country Evaluation Team is composed of the following:

- **Head of Evaluation and Learning – Team Leader:** Accountable for the overall evaluation study; Lead the evaluation study, including preparation of evaluation tools, desk review, data/information collection, analysis and reporting; Lead the team on the field visit; Lead the preparation and presentation of the evaluation report;
- **Programme Officer:** Support desk review; Support data collection; Support communication with internal and external stakeholders; Circulate data collection tools; Schedule interviews; Facilitate field visits logistics; Support analysis and reporting; Participate and prepare minutes for meetings, including presentation of report and follow-up meetings.
- **Consultant:** Conduct desk review; Conduct interviews and participate in field visits; Facilitate focus group discussions as required; Conduct analysis of data and information; Support preparation of evaluation report; Support presentation of the evaluation findings.

Annex 2: Evaluation Framework

	Evaluation Questions
Context	What has been the Secretariat's engagement with the institution? What issue/ problem was being addressed by the Secretariat? Did the Secretariat fully understand the problem within the broader context? What was delivered by the Secretariat? When was this delivered?
Relevance	Were the activities and outputs of the programme responsive to the problem/ issue identified? Was the Secretariat support relevant to the priorities of the institution? Was this support consistent with the intermediate outcomes of the Strategic Plan?
Efficiency	What was the delivery mechanism? How efficient was the delivery? Were costs economised without affecting the quality of delivery? Were issues of equity considered in the achievement of programme outcomes?
Effectiveness	Were the planned results of the programme achieved? What factors contributed to the achievement or non-achievement? Was the Secretariat responsive to the issues? How effectively have the outputs and outcomes been monitored?
Impact	What changes (positive and/or negative) have you seen? Can this change be directly attributed to the support provided by the Secretariat? Who are the other players contributing to this change? How has this change affected women and men differently, if at all? Or could men and women potentially experience the change differently? Are there any unplanned changes that happened as a result?
Sustainability	Can these results be sustained over a long period? What needs to be put in place to ensure the programme is sustainable?
Value Added	Could another partner have delivered this programme? What distinct value does the Commonwealth Secretariat add?
Challenges	What challenges were experienced and what areas could be improved?
Lessons	What lessons can be drawn? What could the Secretariat do differently?
Recommendations	How can the programme be improved to better meet needs?

Interview tool

Area of focus	Question guide
General information	<ul style="list-style-type: none"> • Current role • Length of time in the position
Experience of the Secretariat interventions	<ul style="list-style-type: none"> • What was done/when? • Who delivered and how? • What are some noted outcomes, results? • Other engagements with the Secretariat? Meetings, etc.?
Status/trends/ country context related to the intervention/ programme/policy area	<ul style="list-style-type: none"> • What is the status of the programme area at present? • Challenges in getting progress/results? • Government policy/programmes/priorities? • What's next...? Sustainability?
Reflections on the Secretariat's Interventions	<ul style="list-style-type: none"> • Who are the other donors working in the programme area? • How does working with the Secretariat/the Commonwealth compare with working with other organisations? • What have you learnt working with the Secretariat – impressions, perceptions? <i>Prompts: flexibility? Responsiveness? Technical expertise? Understanding of local context? Cost effectiveness? Communications?</i> • What does the Secretariat do really well? What does the Secretariat not do so well? • What can the Secretariat do better in the future as it continues to engage with the country? • How can the Secretariat continue to support your agency's objectives? • Have there been any gender considerations or reflections in the Secretariat's engagements?

Annex 3: Guyana's Participation at Ministerial Meetings, Conferences and Training Workshops

Event name	Date	Location	No. of participants from Guyana
Ministerial events/meetings			
Commonwealth Health Ministers Meeting 2014	18 May 14	Geneva, Switzerland	2
Commonwealth Health Ministers Meeting 2017	21 May 2017	Geneva, Switzerland	4
Commonwealth Finance Ministers Meeting 2013	9 October 2013	Washington DC, USA	3
Commonwealth Finance Ministers Meeting 2014	8 October 2014	Washington DC, USA	2
Commonwealth Finance Ministers Meeting 2015	6–7 October 2015	Lima, Peru	3
Commonwealth Finance Ministers Meeting 2016	6 October 2016	Washington DC, USA	4
Commonwealth Foreign Ministers Meeting 2015	24 September 2015	New York, USA	3
Commonwealth Education Ministers Meeting 2015	22–26 June 2015	Nassau, Bahamas	2
Other meetings/conferences			
Caribbean Regional Best Practice Knowledge Platform on UPR & Treaty Bodies	26–27 June 2016	St Georges, Grenada	2
Commonwealth Electoral Network Biennial Conference 2016	22–24 June 2016	Port of Spain, Trinidad and Tobago	3
Commonwealth Global Biennial Conference on Small States 2014	26–27 March 2014	Gros Islet, Saint Lucia	1
Commonwealth Global Biennial Conference on Small States 2016	12–13 May 2016	Anse, Seychelles	3
Meeting of Senior Officials (Finance) 2016	5 October 2016	Washington DC, USA	4
Meeting of the Central Bank Governors 2016	5 October 2016	Washington DC, USA	4

Event name	Date	Location	No. of participants from Guyana
Trainings/Workshops			
Faith in the Commonwealth, Youth Training of Trainers	28 February-2 March 18	Port of Spain, Trinidad and Tobago	6
Technical workshop: Higher Education Consortium for Youth Work	25-27 June 2018	London, UK	1

Meetings in Guyana

Event name	Date	No. of participants
CS-DRMS Advanced Workshop	September 2016	12

Annex 4: Internal Stakeholder List

No	Position
1.	Health Adviser – Economic, Youth and Sustainable Development Directorate
2.	Project Manager, Faith in the Commonwealth Project, Education – Economic, Youth and Sustainable Development Directorate
3.	Legal Adviser, Law Reform and Legislative Drafting – Governance and Peace Directorate
4.	Human Rights Adviser – Governance and Peace Directorate
5.	Human Rights Officer – Governance and Peace Directorate
6.	Adviser and Team Leader (IT Systems) – Economic, Youth and Sustainable Development Directorate
7.	Economic Adviser – Natural Resources, Trade, Oceans and Natural Resources Directorate
8.	Legal Adviser (Natural Resources) – Trade, Oceans and Natural Resources Directorate
9.	Head of Sport for Development and Peace – Economic, Youth and Sustainable Development Directorate
10.	Economic Policy and Small States Adviser and Head – Economic, Youth and Sustainable Development Directorate
11.	Interim Adviser and Head, Public Sector Governance – Governance and Peace Directorate
12.	Public Financial Management Adviser – Governance and Peace Directorate
13.	Programme Officer, Political – Governance and Peace Directorate
14.	Programme Assistant, Political – Governance and Peace Directorate
15.	Legal Adviser, Justice – Governance and Peace Directorate
16.	Trade Competitiveness Adviser – Trade, Oceans and Natural Resources Directorate
17.	Political Adviser – Governance and Peace Directorate
18.	Social Policy Development Head – Economic, Youth and Sustainable Development Directorate
19.	Capacity Building Officer, Countering Violent Extremism – Governance and Peace Directorate

Annex 5: List of Institutions Consulted

No	Institution
1.	Ministry of Foreign Affairs
2.	Ministry of Foreign Affairs, Department of Foreign Trade
3.	High Court
4.	Guyana National Youth Council
5.	Ministry of Presidency, Department of Social Cohesion, Culture, Youth and Sport
6.	Chambers of the Director of Public Prosecutions, Attorney General's Office
7.	Ministry of Finance
8.	Bank of Guyana
9.	Public Procurement Commission
10.	Ministry of Natural Resources
11.	Geneva Permanent Mission to Guyana
12.	EU Delegation
13.	CARICOM Secretariat

Annex 6: Commonwealth Secretariat's Strategic Results Framework – Guyana

No	Result	Indicators	GUY
DEMOCRACY			
1.1	CMAG is well-informed and supported to protect and promote Commonwealth values and principles	# of member states engage with CMAG under the enhanced mandate to respond positively to and implement CMAG's recommendations	Yes
1.2	Member states engage with and benefit from the strengthened Good Offices of the Secretary-General	# of identified member states engaged in Good Offices capacity that implement policy changes that reflect the advice from the Secretary-General and his/her Envoys and Advisers	Yes
1.3	Member states conduct fair, credible and inclusive elections	# of member states whose electoral framework has been strengthened to meet national, regional and Commonwealth standards, as indicated by: <ul style="list-style-type: none"> • Legal and constitutional frameworks in place • Institutional capacity and independence • Procedures in place 	Yes
		# of member states where at least 10% of COG recommendations are in the process of being implemented within 12 months of the election taking place	
		# of member states adopting best practises and principles emerging from the CEN in enhancing their national electoral processes	
		# of national electoral management bodies that embed best practices and principles emerging from the CENs in enhancing their electoral processes	
1.4	Values of 'respect and understanding' advanced	% of student participants in the Commonwealth Class Programme who report that their learning about the Commonwealth has improved their understanding of global issues	

No	Result	Indicators	GUY
PUBLIC INSTITUTIONS			
2.1	Effective institutions and mechanisms for the promotion and protection of human rights	<p># of targeted member states with new or more effective national human rights institutions as indicated by:</p> <ul style="list-style-type: none"> • Enabling legislation adopted and compliant with Paris Principles • Fully operational • Movement towards 'A' status 	No
2.2	Improved and constructive engagement of member states in the UN's UPR process	<p># of targeted member states that engage constructively with the UN UPR as indicated by:</p> <ul style="list-style-type: none"> • Quality reporting to UNHRC • Undergoing examination in a constructive manner • Implementing accepted recommendations 	Yes
		# of key regional human rights issues progressively addressed by Commonwealth Parliamentary Human Rights Groups	No
2.3	Effective mechanisms ensuring the autonomous and harmonious operation of three branches of government and strengthened independence of the judiciary	# of member states with issues on the separation of powers that reform their constitutional and statutory provisions in order to uphold the Commonwealth (Latimer House) Principles	No
		# of member states with issues on the appointment and removal of judges that establish procedures which provide for the appointment, discipline and removal of judges in accordance with the Commonwealth (Latimer House) Principles	No
		# of member states without continuous judicial education and adequate resources for the judicial system that institute reforms to strengthen the cognitive and institutional aspects of the independence of the judiciary	No
2.4	National institutions effectively facilitating the administration and delivery of the rule of law and justice	# of member states with weak capacity and judicial institutions using Secretariat guidelines, tools and model laws/ regulations to strengthen the administration and delivery of justice	
		% of member states without the relevant constitutional and statutory provisions make substantial progress in creating legal frameworks for the (i) effective delivery of justice and (ii) promotion of reforms conducive to sustainable development	
		# of member states where justice and law enforcement institutions are weak effect administrative reforms to strengthen those institutions	

No	Result	Indicators	GUY
2.5	Improved public administration	<p># member states with effective, accountable and transparent targeted public institutions in the efficient delivery of services as indicated by the existence and functioning of at least 5 of 9 institutions outlined below:</p> <ul style="list-style-type: none"> • Public Policy Co-ordination and Implementation Unit • Public Service Commission • Ministry of Establishment • Public Procurement Regulatory Agency • Internal Audit Department • Supreme Audit Institution • Public Accounts Committee • Finance Committee of Parliament • Anti-Corruption Agencies 	Yes
SOCIAL DEVELOPMENT			
3.1	Strengthened national frameworks and policies improve health outcomes	Member states with up-to-date policies and regulatory mechanisms to meet international health care delivery standards	Yes
3.2	Strengthened national policies and frameworks improve education outcomes	Member states with up-to-date policies, regulatory mechanisms and standards for the implementation of quality teaching and learning systems	Yes
3.3	Gender equality and the empowerment of women effectively mainstreamed into member state policies, frameworks and programmes and Secretariat's projects	Policy formulation and planning processes of member states reflect and demonstrate gender equality and empowerment	No
3.4	Improved capacity building for social development	Member states have the ability to formulate policy and planning processes for social development priorities	No
YOUTH			
4.1	National and Pan-Commonwealth frameworks advance social, political and economic empowerment of young people	# of member states implementing reform actions to establish or strengthen the policy environment for youth empowerment	Yes
		# of member states taking action to further the professionalisation of youth work	Yes
		<p># of member states adopting sport as an intentional approach to advancing development and peace as indicated by:</p> <ul style="list-style-type: none"> • Specific policy instruments • National co-ordination and cross sectoral mechanisms 	Yes

No	Result	Indicators	GUY
4.2	Young people empowered and supported to participate meaningfully and to take forward youth-led initiatives	# of national, regional and Pan-Commonwealth youth-led networks and platforms set up or strengthened	Yes
		# of targeted national, regional and international institutions and individuals demonstrating increased impact in youth development and youth-led programming	No
ECONOMIC DEVELOPMENT			
5.1	Effective policy mechanisms for integration and participation in the global trading system	Member states that effectively formulate trade policy, negotiate and implement international trade agreements	Yes
		Member states that implement export development and competitiveness strategies	Yes
5.2	Commonwealth principles and values advanced in global development and financing decisions	Commonwealth position on global development and financing decisions recognised at G-20 and post-2015 MDG framework, among others	N/A
5.3	National frameworks facilitate effective debt management	Member states that reform their management of public debt	Yes
		Member states effectively utilise the Secretariat's debt management systems to proactively manage their debt	Yes
5.4	Strengthened, equitable and sustainable management of maritime and other natural resources	The degree of integration between policies and legislation in member States for the management and governance of natural resources	Yes
		# of reformed/established governance frameworks and institutional arrangements in member States that promote and support the sustainable management of natural resources	Yes
		# of maritime boundaries delimited by Commonwealth member states in accordance with international law, including through joint development and other provisional arrangements	Yes
		# of broad-based mechanisms for effective, transparent and integrated management of marine resources implemented by member states	Yes
SMALL STATES			
6.1	International policies, mechanisms and rules are more responsive to small states development strategies and resilience needs	# of targeted international conferences that acknowledge the sustainable development needs of small states	No
		% of small states that effectively participate in targeted international processes related to their sustainable development needs	Yes

No	Result	Indicators	GUY
6.2	<i>Small states enabled to effectively participate in international decision-making processes</i>	<i>% of small states constructively engaging with trade for a and human rights mechanisms in Geneva via small states office</i>	Yes
		<i># of small states engaging effectively with the UN General Assembly and other forums in New York via the small states office</i>	No
6.3	<i>Improved climate financing frameworks</i>	<i># of Commonwealth member states that report improved access to climate finance arising from Commonwealth influenced tools or policies.</i>	Yes

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